DOCUMENT RESUME

ED 092 549 95 SP 008 142

AUTHOR	Hawkins, Donald E.; Berhoven, Peter J.
TITLE	Utilization of Disadvantaged Workers in Public Park and Recreation Services.
INSTITUTION	American Association for Health, Physical Education, and Recreation, Washington, D.C.; National Recreation and Park Association, Washington, D.C.
SPONS AGENCY	Manpower Administration (DOL), Washington, D.C.
PUB DATE	74
NOTE	139p.
AVAILABLE FROM	American Association for Health, Physical Education, and Recreation, 1201 Sixteenth Street, N.W., Washington, D.C. 20036 (No price quoted)
EDRS PRICE	MF-$0.75 HC Not Available from EDRS. PLUS POSTAGE
DESCRIPTORS	*Disadvantaged Groups; *Nonprofessional Personnel; *Parks; *Recreational Facilities

ABSTRACT

This study analyzes data to formulate researchable questions regarding the utilization of disadvantaged persons in entry-level and paraprofessional park and recreation job opportunities provided through U.S. Department of Labor programs. Data are comprised of the following components: (a) assessment of the state-of-the-art, (b) field investigations coordinated in five cities, and (c) a national survey. Findings reveal parks and recreation jobs hold a high potential for utilizing the disadvantaged. Parks and recreation administrators are faced with the same problems encountered by other fields, although the problems are more serious due to inequalities in managing and developing staff. General recommendations include the following: (a) evaluate and improve existing recreation services, (b) meet quantitative manpower needs, (c) develop extensive training programs for persons seeking employment at entry and paraprofessional levels, and (d) undertake an intensive recruitment campaign to attract disadvantaged high school and beginning college students. Specific recommendations are offered for local park and recreation agencies, manpower administrators, and the Department of Labor. Researchable questions that are identified include those concerning reconceptualizing the term "disadvantaged," utilizing handicapped workers, and disseminating manpower research and experimentation data. (Five appendixes are included.) (PD)

The material in this project was prepared by the American Association for Health, Physical Education and Recreation in co-operation with the National Recreation and Park Association under Grant No. 41-2-003-11 from the Manpower Administration, U.S. Department of Labor, under the authority of the Economic Opportunity Act of 1964, as amended (42 U.S.C. 2701 et. seq.). Researchers undertaking such projects under Government sponsorship are encouraged to express freely their professional judgment. Therefore, points of view or opinions stated in this document do not necessarily represent the official position or policy of the Department of Labor.

Donald E. Hawkins, Principal Investigator
American Association for Health, Physical Education and Recreation

Peter J. Verhoven, Principal Consultant
National Recreation and Park Association

ED 092549

UTILIZATION OF DISADVANTAGED WORKERS IN PUBLIC PARK AND RECREATION SERVICES

by
Dr. Donald E. Hawkins
Director, Research and Development
American Association for Health, Physical Education and Recreation

Dr. Peter J. Verhoven
Manager, Research and Technical Assistance
National Recreation and Park Association

U S DEPARTMENT OF HEALTH
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

PERMISSION TO REPRODUCE THIS COPYRIGHTED MATERIAL BY MICROFICHE ONLY HAS BEEN GRANTED BY
NEA
TO ERIC AND ORGANIZATIONS OPERATING UNDER AGREEMENTS WITH THE NATIONAL INSTITUTE OF EDUCATION. FURTHER REPRODUCTION OUTSIDE THE ERIC SYSTEM REQUIRES PERMISSION OF THE COPYRIGHT OWNER.

Copyright (c) 1974 by
The American Association for Health, Physical
Education and Recreation and the
National Recreation and Park Association

SP 008 142

TABLE OF CONTENTS

PREFACE vii
ACKNOWLEDGEMENTS viii
LIST OF TABLES ix
LIST OF FIGURES x
SYNOPSIS xi

I. INTRODUCTION 1

Recreation and Leisure Today 1
Need for Public Parks and Recreation 2
Rural Areas 3
The Suburbs 4
The Cities 4
Employment of the Disadvantaged in the Park and Recreation Field 5

II. STATE OF THE ART ASSESSMENT 8

Literature Search and Analysis 8
Manpower Studies 8
Training Programs 10
Motivational Factors 14
Current Status of Manpower Programs 16
Administrative Implementation of Manpower Revenue Sharing 16
The Summer Jobs and Recreation Programs 18
Findings 19

III. CASE STUDIES AND RELATED CONSULTATIONS 22

Methodology 22
Overview 24
Flint, Michigan Recreation and Park Board 25
Department of Labor Programs Utilized 28
Emergency Employment Act/Public Employment Program 28
Neighborhood Youth Corps 28
Recreation Support Program 28
Ways to Improve Program Utilization 28
Other Public Park and Recreation Programs 29
Special Characteristics or Problem Areas 29
Louisville, Kentucky Metropolitan Park and Recreation Board 29
Department of Labor Programs Utilized 31
Emergency Employment Act/Public Employment Program 31
Neighborhood Youth Corps 31
Recreation Support Program 33
Unique Characteristics 33
Ways to Improve Program Utilization 33

TABLE OF CONTENTS
(Continued)

III. CASE STUDIES AND RELATED CONSULTATIONS (Continued)

Philadelphia, Pennsylvania Department of Recreation..... 34
Recreation Services..... 36
Estimated Number of Employment Vacancies..... 37
Department of Labor Programs Utilized..... 37
Emergency Employment Act/Public Employment Program..... 37
Neighborhood Youth Corps..... 38
Recreation Support Programs..... 39
Other Public Park and Recreation Programs..... 40
Ways to Improve Program Utilization..... 41
Special Characteristics or Problem Areas..... 41
San Juan, Puerto Rico Administration of Parks and Public Recreation... 43
Department of Labor Programs Utilized..... 45
Other Public Park and Recreation Programs..... 46
Special Characteristics or Problem Areas..... 46
Washington, D.C. Recreation Department..... 46
Department of Labor Programs Utilized..... 49
Emergency Employment Act/Public Employment Program..... 50
Neighborhood Youth Corps..... 50
Ways to Improve Program Utilization..... 51
Estimated Number of Employment Vacancies..... 51
Case Study Findings..... 51
Local Park and Recreation Agencies..... 52
Local Manpower Administrators..... 53
Disadvantaged Workers..... 53
Discussion of Findings..... 53
Local Park and Recreation Administrators..... 53
Local Manpower Administrators..... 55
Disadvantaged Workers..... 56

IV. The LOCAL PARK AND RECREATION MANPOWER SITUATION..... 57

Strengths and Limitations of Study..... 57
Purpose and Objectives..... 57
Scope of the Study..... 57
Sample Survey Defined..... 58
Analysis of the Data..... 59
Summary of Findings..... 71

V. FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS..... 73

Demand for Employment of the Disadvantaged in Parks and Recreation.... 73
Current Status..... 73
Funding Situation..... 73
Potential Growth..... 74
Suitability of Park and Recreation Jobs for Disadvantaged..... 75
How to Get the Disadvantaged Employed..... 77

TABLE OF CONTENTS
(Continued)

V. FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS (Continued)

Recommendations for Future Action..... 77
General Recommendations..... 77
Specific Recommendations..... 79
Local Park and Recreation Agencies..... 79
Local Manpower Administrators..... 80
The Department of Labor..... 80
Recommendations for Research..... 81
Strategies..... 83
The Years Ahead: A Period of Transition..... 85

VI. APPENDICES

Recreation Services and Recreation Resources Occupational Groups..(A) 87
Sample Job Descriptions.....(B) 93
Manpower Policy Statement for District of Columbia.....(C) 97
Selected Bibliography.....(D) 100
Survey Questionnaire.....(E) 111

PREFACE

American government at all levels is increasingly concerned with achieving more effective utilization of our precious natural resources without severe negative impact upon the economy. Legislation and policy decisions reflect this concern. Unfortunately, achieving more effective utilization of our human resources has received a significantly lower priority.

Concurrently, there is a great demand for improved and expanded recreation and leisure programs and services, resulting in greater manpower requirements. Americans find themselves with a shortened work week, more discretionary income, and the realization that productive and enjoyable leisure pursuits greatly enhance the quality of life.

Public park and recreation systems must take stock of their present role in providing these programs and services and (1) develop strategies to meet the recreation and leisure needs of all segments of the population and (2) outline their responsibilities in achieving more equal and just hiring of members of both advantaged and disadvantaged populations. The culturally and economically disadvantaged are the targets of numerous federal, state, and local programs. In spite of limited funds, better coordination and cooperation can bring a vast improvement in the quality and impact of these programs.

Recreation and park operations have the potential for providing meaningful employment for the disadvantaged and handicapped. Before such a goal can be achieved, municipal agencies must devise appropriate training programs, career education guidelines and curricula, far-reaching recruitment strategies, and more effective coordination with county, state, and federal agencies. The Department of Labor must also reevaluate its course of action before the employment needs of the disadvantaged and handicapped will be satisfied.

The information and recommendations contained within this publication represent the results of an initial effort to profile the status of employment within public park and recreation systems of the disadvantaged worker in entry-level and paraprofessional positions. Some of the findings are less than encouraging. However, success has been achieved in some locations and considerable interest exists in facilitating the employment of disadvantaged and handicapped persons in the park and recreation field.

It is hoped that those who read this publication will consider the findings and begin to implement some of the recommendations.

D.E.H.
P.J.V.

ACKNOWLEDGEMENTS

Consultants

Christine Evers, Editor
Manpower and Vocational Education Weekly, Analysis of federal manpower programs and pending legislation

Dr. Patrick Weagraff, Director
Public Service Occupation Curriculum Project, Vocational Education Section, California State Department of Education, career education

Dr. Charles E. Hartsoe, Associate Professor, Department of Health, Physical Education and Recreation, Temple University, Philadelphia case study

Dr. Doris Berryman, Associate Professor, School of Education, New York University, literature search

Kenneth J. Smithee, Director
Genesee County (Michigan) Parks and Recreation Commission, Flint case study

Pepe Seda, Consultant to the Puerto Rico State Department of Education, San Juan case study

Project Staff

Carolyn Thayer, Research Associate
Organization of national survey, field investigations and case studies

Amy Lewinger, Research Assistant
Coordination and implementation of national survey, data compilation

Karen Littman, Research Assistant
Survey of national associations

Judith Goldstein, writing and editing

We would also like to acknowledge the following persons who assisted in the final interpretation of the findings and formulation of recommendations, in addition to staff and consultants listed above: Lawrence O. Houstoun, Jr., Director of Interagency Resources Division, Department of Housing and Urban Development; Paul Hippolitus, Secretary of Leisure and Recreation Subcommittee of the President's Committee on Employment of the Handicapped; Ira Hutchinson, Chief of Community Programs, National Capital Parks, National Park Service; Kenneth Grigsby, Recruitment and Placement Specialist, D.C. Recreation Department; Orieanna Syphax, Chief, Program Support Branch, Division of Vocational and Technical Education (BAVTE), U.S. Office of Education, and Gerald L. Hitzhusen, Therapeutic Recreation Specialist, National Recreation and Park Association.

LIST OF TABLES

1. Types of Political Jurisdictions Served by Responding Agencies by Population Strata - 1972. 58

2. Types of Fiscal Year Used by Responding Agencies by Population Strata - 1972.....59

3. Entrance Requirements or Hiring Exceptions for New Employees, 1972.....59

4. Estimated Local Public Park and Recreation Personnel, By Regular and Disadvantaged Workers, 1972.....61

5. A Comparison of Local Public Park and Recreation Personnel, 1967 and 1972.....62

6. Comparison of Full-Time Public Park and Recreation Employment in 25 Cities, 1970 and 1972.....65

7. Estimated Number of Full-Time Handicapped Professional and Non-Professional Persons Employed in Park and Recreation Occupational Categories, 1972.....66

8. Estimates of Full-Time Employment Vacancies for Professional and Non-Professional Occupational Categories Anticipated in 1973.....67

9. Rank Order of Department of Labor Program Utilization by Local Public Park and Recreation Agencies, 1972.....68

10. Rank Order of Perceived Ways of Improving Department of Labor Manpower Support Programs by Size of City.....69

LIST OF FIGURES

1. Flint, Michigan Park and Recreation Board Organization Chart 26

2. Louisville, Kentucky Metropolitan Park and Recreation Board Organization Chart 30

3. Philadelphia, Pennsylvania Department of Recreation Organization Chart 35

4. San Juan, Puerto Rico Administration of Parks and Recreation Organization Chart 44

5. District of Columbia Recreation Department Organization Chart 48

6. Map of 25 Study Cities 64

SYNOPSIS

This exploratory study was initiated to collect and analyze existing information and data and to formulate researchable questions regarding the utilization of disadvantaged persons in entry-level and paraprofessional park and recreation job opportunities provided through work experience and public service career programs of the U.S. Department of Labor. For the purpose of the study, the Department of Labor's definition of "disadvantaged" was used: "a poor person who does not have suitable employment and who is either (1) a school dropout, (2) a member of a minority group, (3) under 22 years of age, (4) 45 years of age or over, or (5) handicapped. Members of families receiving cash welfare payments are deemed poor for the purpose of this definition."

Of prime concern to the investigators were public park and recreation services at city, special district and county levels. Recreation programs provided by other public agencies (e.g., schools, welfare and housing, state and national programs) were not included. The investigation comprised three components: (1) field investigations at selected jurisdictions, (2) an assessment of the state-of-the-art, and (3) a national survey.

Because the greatest concentration of the American population lies within the cities, the field investigations focused primarily on urban systems; the state-of-the-art and survey phases included rural and suburban systems in addition to those in urban areas.

This overview provides chapter summaries of the salient points included in the body of the report.

CHAPTER I: INTRODUCTION

In the next 30 years the demand for recreation will increase by approximately 250 percent. Contributing to this growth are the shortened work week, larger blocks of available free time, increased mobility facilitated by personal, public and commercial vehicles, expanded personal and family income resulting in more discretionary funds for recreation pursuits, higher educational levels, and a generally expanded interest in a broad array of leisure activities.

An important consequence of increased demand for participation is the growing need for manpower to provide programs and services. One of the critical areas of need will be at the entry- and paraprofessional levels--recreation and park aides, assistants and mid-level supervisors, activity specialists and skilled workers. The requirements for these positions range from little or no training to post-high-school training.

Another consequence is the need for more and varied recreational options provided by the public sector. The government must carry increasing responsibility for meeting the leisure needs of each and every citizen. Incumbent upon governments is the provision of uniformly distributed open space, facilities and programs. In addition, a substantial effort must be directed toward special population groups whose needs are related to economic inadequacies and/or environmental deficiencies.

At the present time, public park and recreation systems have not been able to attain their goals of providing leisure activities for all citizens. Often segments of the population receive inadequate services, and place of residence frequently is a determinant of the extent to which recreational needs are met.

Persons residing in rural, suburban and urban areas face different problems in relation to the feasibility of active participation in leisure activities and the options available. Rural areas often lack funds and resources to provide programs and services; day-use facilities are grossly inadequate. Rural residents suffer from the heavy use of outdoor recreation areas by urban visitors. Suburban populations do not necessarily possess the wealth generally attributed to them. Many residents cannot afford commercial and private facilities and therefore rely heavily on public systems. There is a lack of coordination among the various independent communities and often poor planning for open space. Focus has been upon land acquisition; programming has been assigned a lower priority.

The greatest recreation needs are in urban America, but the central city is the most deficient in recreation opportunities. Although the characteristics of central-city populations have changed dramatically during past decades, leisure offerings have not changed accordingly. Recreation agencies have not kept pace with the changes in demography, expectations and political forces. An additional factor hindering participation by urban residents is lack of adequate transportation resources; mobility is increasingly more costly and difficult. Land purchases are in remote areas due to cost, but transportation planners have not dealt adequately with this increased distance.

The need for manpower has increased and will continue to increase as the demand for programs and services grows. The "disadvantaged" have been a target of federal manpower programs to prepare individuals for career employment. Very often the culturally, educationally and economically disadvantaged are the same individuals who are recreationally disadvantaged. One of the difficulties in approaching the problems of the disadvantaged has been the extreme variation in the definition of the term itself.

Employment of the disadvantaged becomes especially relevant to the park and recreation field. The recreation leader must be able to understand the problems of the neighborhood and community and to communicate with residents. Ethnic and racial balance in recreation and park personnel would greatly enhance the effectiveness of local public park and recreation systems. In addition, it is important that all prospective employees be fairly evaluated so that employers may correct deficiencies in certain skills through in-service training opportunities.

CHAPTER II: STATE-OF-THE-ART ASSESSMENT

Included in this chapter are the results of a literature search, an analysis of the current status of manpower programs and pending legislation, results of a series of consultations designed to identify researchable problem areas, and a discussion of a survey of national associations and federal agencies.

A review of the literature revealed little in the way of reports concerning federally funded manpower programs in public recreation and park agencies. The available literature that concerned training programs showed that few of them were directly related to the park and recreation field. However, some important innovations were found in the literature on motivational factors. Several new approaches were identified which may be used to stimulate interest in recreation and park careers among disadvantaged populations.

While emphasis was primarily on methods for motivating trainees to remain in training programs rather than on studying factors that motivate individuals to select a particular field of work, inferences can be drawn from the techniques and methods proven successful in retraining disadvantaged and handicapped persons, preventing school drop outs, and effecting the successful job placement of trainees as measured by continued employment for one or more years. It can be inferred that programs designed to motivate disadvantaged and handicapped individuals to consider choosing a career in some aspect of park and facility management or recreation and leisure services would have to include a variety of exploratory learning and occupational experiences with an emphasis on environmental encounters. Such programs would also have to be based on concrete evidence that bonafide jobs with advancement opportunities actually exist.

The result of an analysis of the current status of manpower legislation and programs revealed some uncertainties in the field. In its budget report for Fiscal 74, the Administration promulgated its plans to administratively implement Manpower Revenue Sharing (MRS), bloc grant funding to state and local governments (decentralization) for the performance of certain broad manpower activities or functions (decategorization). While this study report was being prepared, guidelines for MRS were being released. Congress is also considering various types of manpower legislation, including the extension of existing legislation and manpower reform bills.

One thousand letters were sent to national organizations and federal agencies offering services related to parks and recreation. They were asked to respond to questions relating to the utilization of disadvantaged workers in public park and recreation operations and the effectiveness of federal manpower programs to expand such job opportunities.

A review of the national organizations and federal agencies concerned with recreation and parks revealed a lack of knowledge about careers for the disadvantaged in recreation and parks. In addition, to this lack of knowledge, there was widespread confusion over the definition of the term "disadvantaged."

CHAPTER III: CASE STUDIES AND RELATED CONSULTATIONS

Field investigations were coordinated in five cities for a more in-depth analysis of the current use of manpower programs, and a series of consultations was initiated to collect supplemental data. The five sites represented maximum variance in (1) agency type, (2) types of pressures affecting service delivery and administrators, and (3) status of programs for indigenous workers. The sites selected were Philadelphia, Pennsylvania--a large park and recreation agency utilizing an array of manpower programs; Washington, D.C.--serving an extensive disadvantaged population;

Flint, Michigan--national center for the community school movement, with a strict city charter outlining entrance requirements for any city job; Louisville, Kentucky--city-county recreation agency working with large numbers of disadvantaged from rural and urban areas; and San Juan, Puerto Rico--having two park and recreation agencies, one dealing with municipal activities and the other handling programs and properties throughout the island (comparable to a state agency).

The interviews were designed to collect data related to job trends, basic demography, worker assimilation and activities, and consequences associated with employing the disadvantaged in parks and recreation. The case studies revealed that relatively few disadvantaged persons were hired in career-oriented positions within the five jurisdictions. Few disadvantaged were hired in manpower programs designed to prepare them to meet entry-level requirements of the agencies. Civil service entry requirements and exams posed a major constraint upon hiring disadvantaged workers. Most disadvantaged were utilized in summer Neighborhood Youth Corps and Recreation Support Program activities. The Public Employment Program was widely used. Various interpretations of the term "disadvantaged" were prevalent. Also, the agencies were without funds for needed long-term training programs and were concerned that they could not provide adequate supervision or additional services to disadvantaged workers due to limited funds. Personnel wished to see a greater emphasis on the development of long-term career development programs.

Local manpower administrators interviewed in the five cities expressed difficulty in placing disadvantaged workers. They were generally unaware of the career opportunities which exist in parks and recreation. They found the guidelines for federal programs too constricting, with insufficient attention to local needs.

The disadvantaged workers questioned revealed that the jobs they occupy generally have little meaning or challenge; they do not receive sufficient initial training.

CHAPTER IV: LOCAL PARK AND RECREATION MANPOWER SITUATION

During the period from December 1972 to April 1973 a survey was taken of a random sample of local public park and recreation agencies, whose prime function was providing recreation and park services. The random sample totaled 980 agencies throughout the United States. The purpose of the survey was to determine the existing number of disadvantaged workers in local public park and recreation agencies. Twenty-one distinct job categories were used by investigators to describe the occupational mix of personnel. A 56 percent return (N=559) was received.

According to the data, disadvantaged workers hold approximately 13 percent (16,561) of the full-time jobs and over 25 percent (68,221) of the part-time and seasonal positions in local public park and recreation agencies. These estimates were derived from an extrapolation of sample data obtained. Disadvantaged workers were employed in every one of the 21 categories, including the executive category.* Over 113,000 full-time workers and 265,000 part-time personnel (regular and disadvantaged) are employed in the local park and recreation sector in 21 occupational categories.

*The research team questions those executives and top administrative personnel as truly being "disadvantaged." This most probably is due to the fact that the PEP program was not required to adhere to DOL definitions of "disadvantaged."

Additionally, data were compiled regarding employment of handicapped persons. The estimated employment of the handicapped in local park and recreation agencies is 1,338. More handicapped persons are employed in professional job categories in the larger cities (over 100,000 population). However, over half (69 percent) of all handicapped persons employed are hired in nonprofessional jobs by agencies serving populations under 50,000.

It was also found that 30 percent of all responding agencies have no entrance requirements. The most prevalent types of entrance requirements were those of civil service (27 percent) and union regulations (17 percent). Special exceptions for disadvantaged workers were noted by seven percent of the respondents.

Estimates were provided by the responding agencies concerning vacancies which might be created by turnover, retirement, job restructuring and addition of new jobs. The classifications "professional" and "nonprofessional" were defined by the respondents. Anticipated 1973 vacancies (full-time) were: (1) professional: regular--3,418, disadvantaged--272, for a total of 3,690, and (2) nonprofessional: regular--8,955, disadvantaged--5,463, for a total of 14,418. Total vacancies were 18,008.

A separate computation of agencies serving population areas under 50,000 indicated that 4,561 of the 5,463 vacancies slated for disadvantaged would be provided by small city agencies. Thus, smaller local park and recreation agencies hold the greatest potential for employment of the disadvantaged.

The largest number of disadvantaged workers employed in local park and recreation agencies were in occupational categories of semi- and non-skilled personnel, clerical, recreation facility supervisor, skilled park personnel, and attendants and aides.

The vast majority of part-time and seasonal positions held by disadvantaged workers were in occupational categories of attendants and aides, recreation program leaders, semi- and non-skilled personnel, activity specialist, skilled park personnel, clerical, and recreation facility supervisor.

The largest number of full-time disadvantaged personnel were employed through the financial assistance of the Public Employment Program.

The national survey data were compared to data from similar studies conducted in 1967. The comparison shows substantial employment increases in the categories of recreation program leaders, attendants and aides, superintendents of parks, activity specialists, recreation facility supervisors, and park rangers. Decreases were noted in supervisory and administrative recreation classifications.

CHAPTER V: FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

The findings of the exploratory study may be briefly summarized as follows: It is maintained that park and recreation jobs hold a high potential for utilizing the disadvantaged. However, unfortunately, the park and recreation administrator is faced with the same problems encountered by other fields employing the disadvantaged,

i.e., transportation, poor attitudes toward work, inadequate supervision, lack of equipment, and union problems. The situation has been more serious in parks and recreation due to inequalities in managing and developing staff. Few departments have formal training programs; job study and restructuring studies are practically nonexistent; and the seasonal nature of services creates massive infusions of poorly trained and inappropriately assigned staff for summer months.

General recommendations included in the chapter are: (1) evaluate and improve existing recreation services, (2) meet quantitative manpower needs, (3) develop extensive training programs for persons seeking employment at entry- and paraprofessional levels, and (4) undertake an intensive recruitment campaign to attract disadvantaged high school and beginning college students. Information and exposure influencing career choices should be introduced into the schools as early as possible.

Specific recommendations were offered for local park and recreation agencies, manpower administrators and the Department of Labor. While it is of great importance that local agencies and manpower administrators become more knowledgeable about utilization of disadvantaged persons and work toward facilitating training and subsequent entry into the profession, the Department of Labor should eliminate the present constraints to better coordination of programs and alleviate the problems of differing funding sources and requirements, lack of flexibility between categorical programs and legislative and administrative requirements that various programs serve specific client groups with different services required and differing objectives. The Department of Labor programs should be better coordinated with those of other federal departments. The guidelines established by Labor should allow more local automony so that local needs may be better met and local resources better utilized.

Numerous researchable questions were identified as a result of the literature search, and through the analysis of the data. They concerned, in general, reconceptualizing the term "disadvantaged" to identify those individuals who can most benefit from career training; utilizing handicapped workers as part of the deinstitutionalization of the mentally retarded; parallels between the public and private sectors and coordination of resources (manpower) with agencies at the local level; dissemination of manpower research and experimentation data most effectively and cheaply to those who can benefit from the information; and developing job profiles in terms of tasks, training requirements, mobility and other factors.

CHAPTER I

INTRODUCTION

Today the public is more aware of the importance of leisure and is challenging government and the general economy to provide it with discretionary income, increased free time, and quality recreational services in public and private sectors.

Realizing that increased leisure can be either advantageous or detrimental to society, the government, on all levels, has attempted to provide Americans with an array of services and facilities designed to facilitate human growth and development, thus raising the quality of life in America. However to achieve these goals, an emerging demand for manpower has become increasingly evident. Employment needs range from individuals with little or no formal training to highly skilled professionals. One of the most critical areas of need will be in the entry and paraprofessional levels--recreation and park aides, assistants and mid-level supervisors, activity specialists, and skilled workers.

In this introduction, ways in which public service has attempted to fulfill America's need for leisure opportunities and how it has failed to provide services for some groups will be discussed. These groups, which may be identified as the "recreationally disadvantaged," also include those classified as economically, educationally or culturally disadvantaged. Frequently, such groups are a target population for federal manpower programs. The analysis will then focus on the manpower needs of the public recreation and park field and how disadvantaged persons may be utilized to fill these job opportunities in order to help themselves, their communities, and society.

RECREATION AND LEISURE TODAY

One conclusion of the forthcoming Nationwide Outdoor Recreation Plan is that the demand for recreation will increase by approximately 250 percent in the next 30 years.[1] The average person today has more free time and more money to spend on leisure activities than ever before. Not only is he working fewer hours, but often he can also juggle his free time to obtain still larger blocks of time. He experiences greater mobility and leisure time both in his youth and his old age, and he frequently takes advantage of early retirement.

Interest in recreation in general is expected to increase, as is interest in a widening variety of recreational activities. A panel of diversified professionals organized by the Institute for the Future identified a list of probable characteristics of the future. Among them are the following:

- Virtually all businesses will increase the amount of time they allow off from work by at least 25 percent for civic, political, professional, and personal activities, and the full-time work week will decline to 32 hours or less (35 hours by 1985). This will have a greater effect upon male workers than upon female workers and will result in a greater sharing of household activities and increased expenditures for recreation.

---

[1] Nationwide Outdoor Recreation Plan, U.S. Department of the Interior, 1973, pp. 9-1 (unpublished draft).

- Education for all workers will rise sharply. Lifelong work study programs will become increasingly available. Interest in cultural activities will increase.

- Despite general subsidization of mass transportation, an increased demand for personal transportation is anticipated, which will be associated with increased leisure time.

- The average vacation time will at least double.

- Most married women will be in the labor force. Government-sponsored day care centers will exist in most urban centers.

- The enactment of a guaranteed annual income of at least $5,000 per year (1968 constant dollars) for a family of four and a doubling of Social Security payments are very likely.[2]

These predictions are fairly representative of those made by others in the field. The 1973 Manpower Report of the President points to reduced growth in population as being one explanation for more available time and money. The report predicts a slower rate of population growth, accompanied by a slower rate of economic expansion that will be paralleled by increased personal and family income. The report also records the increased trend for wives to work, thus increasing the family income even more.[3]

NEED FOR PUBLIC PARKS AND RECREATION

Along with the increased desire for planned leisure opportunities, the responsibility of public services to assure that this desire is being met also increases. As described in the Nationwide Outdoor Recreation Plan:

> The demand for recreation services expressed by society is pragmatic evidence of such needs. As "non-work" hours have significantly increased, the opportunity of creatively using leisure time has likewise increased for an unprecedented segment of our society. The role that recreation can play in the beneficial use of this time becomes a paramount concern of government.[4]

Recreation has often been linked to the general quality of life in society. Government has the responsibility for entering the realm of recreation "not only in the regulatory and prohibitory sense, but in a positive sense to promote a state of general well-being and human development."[5]

---

[2] Glickman, Albert S., and Brown, Zenia H. Changing Schedules of Work, Washington, D.C., American Institutes for Research, 1973, pp. 48-49.

[3] Manpower Report of the President, transmitted to Congress March 1973 pp. 59-82.

[4] Nationwide Outdoor Recreation Plan, Op. Cit., pp. 1-10.

[5] Hjelte, George, and Shivers, Jay S.: Public Administration of Recreation Services. Philadelphia, Lea and Febiger, 1972, p. 29.

However, beyond the general rationale for government involvement in recreation, public recreation and park services have a specific goal--recreation for all. Equal recreational opportunities should be available to all individuals regardless of residence, social status, race, age, or sex. It is the government's obligation to see that open space, facilities, and programs are not only uniformly distributed, but also targeted to special population needs related to economic inadequacies or to environmental deficiencies.

Public park and recreation systems have not been able to attain their goal of providing leisure activities for all citizens. For various reasons populations in greater need are not receiving adequate recreation services. One's place of residence often plays an important role in determining the extent to which his need for recreation will be met. Since the greatest concentration of Americans is within the cities, the field investigations of this study focused primarily on urban park and recreation systems; assessment of the state of the art and survey phases also included rural and suburban systems. In this vein we will discuss these demographic areas and the recreation-related problems the residents of each face.

Rural Areas

The Nationwide Outdoor Recreation Plan explains the plight of rural America as follows:

> Although rural lands make up over 90 percent of the land area in our country, the problems are lost in the increased attention focused on the urban scene. Yet it is in the countryside that many of the urban outdoor recreation needs can be satisfied. The physical environment in the countryside is deteriorating, rural residents' recreation needs are not being met, and the valuable recreation resources rapidly are being lost to competing land uses.[6]

As more people move to the cities, the countryside increasingly loses its youngest, best educated, and highest paid residents. With the resulting limited resources, "furnishing minimum health and educational facilities, let alone recreation services, places a heavy burden on the available resources."[7]

In addition to lacking funds, rural Americans are missing other resources necessary for organizing and operating recreational activities. These include the need for technical assistance in starting programs, as well as the need for professional recreation leadership. The government's lack of cooperation and coordination at all levels is yet another obstacle.

The rural resident often displays a pattern of participation in outdoor recreation that is very similar to that of his urban counterpart. However, one important aspect is different: Both urban and rural residents primarily depend upon facilities close to their homes for most day-use activities; those resources used as facilities which are found only in the rural areas are used for most vacation and tourism types of recreation. The cities are where people find the "action"--sports events, theatre,

---

[6] Nationwide Outdoor Recreation Plan, Op. Cit, pp. 11-13

[7] Ibid.

cultural attractions, etc. Thus, the rural resident finds day-use types of recreation lacking in his own community because of limited resources and the other facilities overrun with urban resident who flock from the city to the environmental contacts found in rural America.

The Suburbs

To many, the suburbs connote wealth; that is not necessarily true. According to 1970 census figures, 22 percent of the nation's 25 million poor live in metropolitan areas adjacent to but outside of central cities, as compared with 35 percent at or below the poverty level in the central cities. Since many suburban recreational facilities are commercial or private, many simply cannot afford to use them and are dependent on the public park and recreation system.

Suburbs frequently suffer from poor planning and have little area left for open-space use. Thus, land acquisition has been a top priority for suburban park systems. Programming is often of lower importance. Suburbanites frequently depend on the core city for cultural facilities and on state and federal government for major recreational facilities. One of the major problems of providing recreational services in the suburbs is the lack of coordination among the various independent communities. The suburbs are made up of diverse, local jurisdictions that rarely work together effectively.[8]

The Cities

One goal of the current administration is to bring parks to the people. With this in mind, America's greatest recreation needs are in urban America, and the central city is the most deficient in recreation opportunities.

America is becoming an increasingly urban society. By 1980, it is estimated that 54 percent of the country's population will live in urban areas that have a population of one million and that 75 percent will live in 125 metropolitan complexes whose pupulation exceeds 250,000.[9]

What most urban recreation programs offer today has not changed from what they offered 30 years ago. At the same time, the characteristics of central-city populations have changed dramatically. Today central-city residents are older, younger, poorer, less mobile, and more likely to come from a household headed by a woman and to be a member of a minority group than in previous years. As the demography of the central city has changed, so have the expectations, however inarticulate, of the resident populations. Moreover, the political forces have changed, and many city recreation agencies have not kept pace with them. Little concern has been shown for the nonparticipant, nor has any effort been made to find out his or her recreation needs as a first step toward altering programs.

---

[8]Work Group B for Nationwide Outdoor Recreation Plan: Urban Recreation. January 1973, p. 5.

[9]Ibid.

Those who are recreationally disadvantaged often lack adequate public or private transportation resources. The rate of automobile ownership varies greatly in the United States, and there are major gaps in ownership that significantly affect recreation opportunities. Across the country fewer than a fifth of all central-city households own even one automobile. In the suburbs, where public transportation is all but useless except for commuting, two cars (or more) have become a virtual necessity. Still, more than half of the suburban (i.e., outside of the central city) households have only one or none at all.

The sheer expansion of metropolitan areas in square miles makes lateral mobility increasingly more difficult and costly. Moreover, in metropolitan areas public transportation has deteriorated in recent decades. In many cities, service during noncommuting periods--the times that are most important for recreation purposes--has been severely curtailed. With the continuing tendency of state and county recreation agencies to purchase the cheapest (and therefore generally the most remote land) for park and recreation purposes, the transportation dimension is critical to urban recreation opportunities.

EMPLOYMENT OF THE DISADVANTAGED IN THE PARK AND RECREATION FIELD

As the recreation and leisure field has grown so has its need for manpower. The range of those who have entry-level and paraprofessional jobs is defined, for the purpose of this study, as including those with little or no training, such as park maintenance or recreation aides, to those requiring post-high-school training, such as recreation supervisors or activity specialists. With the constant growth of the work load of recreation and park professionals in smaller cities, assistance of middle-level personnel who can relieve them of many of their time-consuming routine tasks are also needed.

As federal manpower programs have entered into new fields of career employment, they have turned to the "disadvantaged," who can truly benefit from such emerging opportunities. Very often the culturally and educationally disadvantaged are those same individuals who are recreationally disadvantaged. One problem that programs seeking to reach this group faces is the vagueness of the term "disadvantaged" itself.

For the purposes of this study the Department of Labor's definition of "disadvantaged" was used:

> A disadvantaged person is a poor person who does not have suitable employment and who is either (1) a school dropout, (2) a member of a minority group, (3) under 22 years of age, (4) 45 years of age or over, or (5) handicapped. Members of families receiving cash welfare payments are deemed poor for the purpose of this definition.[10]

Various other definitions of the disadvantaged have been formulated. In his study for the Department of Labor on methods of assessing the disadvantaged in manpower programs, Backer explained the use of the term "disadvantaged" as it related to manpower programs:

---

[10]Manpower Report of the President, transmitted to Congress March 1972, p. 59. See also Training and Employment Service Program Letter No. 2725, U.S. Department of Labor, April 5, 1972.

Manpower programs funded by the Department of Labor have focused largely on the educationally and culturally disadvantaged. Agencies such as the Social and Rehabilitation Service (SRS) have concentrated on the physically and mentally handicapped, although SRS recently has increased its attention to cultural disadvantage. While focusing mainly on the culturally disadvantaged in manpower programs, we also will look at relevant work in other areas. For the typical manpower program enrollee, the term "cultural disadvantagement" denotes: ". . . deficits or disadvantages in the individuals socio-cultural environment and personality which lead to vocationally deviant behavior, e.g., job loss, absenteeism, poor promotion potential, etc."

These individuals are handicapped in assuming a stable work role because of numerous psychological as well as environmental or experiental factors. Virtually every aspect of the person, therefore, has potential relevance to manpower services.[11]

The Work Group on Recreation for the Disadvantaged for the Nationwide Plan developed another way of viewing the term "disadvantaged." The group members called their definition the "total group concept" and described the disadvantaged population as ". . . the sum total of those persons sharing a common pool of problems and needs as a result of economic deprivation, physical or mental disability or an irreversible physical handicap such as age or color that requires the individual to maintain a life-style below the level enjoyed by the majority of the population."[12]

The disadvantaged find many barriers to employment. The Comprehensive Manpower Plan for San Juan, Puerto Rico listed seven main obstacles the disadvantaged face:

a) Lack of the skills required to fit in the available job occupations.

b) Previous work history--A main barrier of the disadvantaged is the lack of a consistent work history. Frequent job changes, long periods of unemployment, and absences from the labor market are all interpreted by the employer as risk characteristics for work. The employer may use these indicators as evidence that the worker is unmotivated or careless in his work habits, rather than as evidence that the labor market is chaotic for the low skilled and the fact that they may not possess the knowledge and ability to hold a job.

c) Unrealistic hiring requirements from many employers. The employer may view lack of skill and educational achievement as evidence that the hard to employ worker would not perform well on the job.

---

[11] Backer, Thomas E.: Methods of Assessing the Disadvantaged in Manpower Programs, U.S. Department of Labor Grant No. 92-06-72-07. 1973, p. 22.

[12] Work Group G for Nationwide Outdoor Recreation Plan: Recreation for the Disadvantaged. January 1973, p. 5.

d) Poor access of job information--organized methods of transmitting occupational information does not favor the disadvantaged worker. Information available tends to be unrealistic and does not stimulate employment prospects. This type of worker cannot move in an environment where there is no ready access to information on job entry points, job requirements, and training opportunities.

e) Stereotypes of the disadvantaged--Considerable resistance to the employment of the disadvantaged worker stems from sterectypes about his motivation, attitudes and behavior.

f) Poor health status--In many instances, the disadvantaged require corrective medical treatment before employment is possible. Sometimes the medical standard required by the employer, frequently out of proportion to what is required for job performance, bars them from work.

g) Poor appearance--Many employers give too much emphasis to the appearance of the applicants. Physical appearance or poor clothing habits is one of the problems of the disadvantaged.[13]

Employing the disadvantaged becomes especially relevant to the parks and recreation field. The recreation leader must be able to understand the problems of the neighborhood and to communicate with local residents. In areas such as the inner city, "white, middle-class leaders can serve as liaisons to the community, but the possibilities for communications would be greatly increased by an improved ethnic and racial balance which recruitment and training programs could provide."[14]

An unpublished document on "Open Space and Recreation Opportunities in America's Inner Cities" found considerable need for the conversion training of presumably already qualified employees, especially in the area of human relations and most especially in working with groups comprised of a substantial proportion of delinquents. To function at all in some neighborhoods requires an ability to cope with a great deal of antisocial behavior. While employees recruited from the same neighborhoods can offer much in terms of bridging this kind of gap, these employees often have other deficiencies to which in-service training programs should be directed. In short, in order to open up job opportunities in city recreation systems, it will probably be necessary to view virtually all prospective employees as seriously deficient in some major recreation skills. Employers must, therefore, be prepared to make up for these deficiencies in recreation skills with on-going training.[15]

The current study was undertaken in recognition of the need for information that will be useful in assessing employment opportunities for members of disadvantaged populations at entry-level and paraprofessional positions in recreation and park services. The next section describes the first phase of the study, i.e., an assessment of the state of the art including a review of the literature, a legislative analysis, and a survey of related national organizations.

---

[13] Comprehensive Manpower Plan, San Juan, Puerto Rico for 1972-73. March 31, 1972, pp. 13-14.

[14] Nationwide Outdoor Recreation Plan. Op. Cit. pp. 11-13.

[15] Dunn, Diana: Open Space and Recreation in America's Inner Cities. U.S. Department of Housing and Urban Development, Contract No. H-1286. Washington, D.C., National Recreation and Park Association, 1973 (unpublished).

CHAPTER II

STATE OF THE ART ASSESSMENT

Assessments of the state of the art were carried out on several levels. First, an extensive search of the literature was conducted. Second, a continuing analysis of the status of manpower programs and of pending legislation was essential to monitor the changeover from categorical to revenue-sharing strategies. Third, national organizations and federal agencies involved with parks and recreation and related environmental/leisure concerns were contacted for relevant information.

LITERATURE SEARCH AND ANALYSIS

A review of the literature revealed remarkably little in the way of reports concerning federally funded manpower-employment programs in public recreation and park agencies and only a limited number of pertinent reports relating to federally funded manpower training programs.

The studies of manpower supply and demand and of federal programs, including those training programs that resulted in actual full-time employment are discussed first, followed by a discussion of training programs that may or may not have resulted in employment, and finally followed by a discussion of the motivational factors influencing the career choices of the disadvantaged.

Manpower Studies

The National Recreation and Park Association, under a grant from the Administration on Aging, conducted a study in 1967 of existing park and recreation manpower training needs and resources and projected future manpower supply and demand in this area.[16]

Hawkins and Verhoven reported that growing interest in and demand for leisure services by every segment of the American population indicates that the park and recreation field will expand tremendously in the future. The number of trained, qualified personnel must increase even more rapidly to keep pace.

With various manpower training sources available the study reported that there is still a growing gap between job vacancies and numbers of personnel. It recommended that continuing efforts be made to explore every potential source of park and recreation manpower training for parks and recreation.[17]

---

[16] Hawkins, Donald E., and Verhoven, Peter J.: Supply/Demand Study: Professional and Associate Professional Recreation and Park Positions. Department of Health, Education, and Welfare Grant No. AA-5-68-029-01. 1968, p. 67, Washington, D.C., National Recreation and Park Association.

[17] Ibid., p. 67.

In September, 1972, the National Urban Coalition published an evaluation report of the Public Employment Program (PEP).[18] This study was based on comprehensive information obtained from a random sample of 26 city-wide funded programs and from national data accumulated by the Agent Information System (AIS) of the Department of Labor. It also utilized an analysis of the EEA legislation; the rules, regulations, and guidelines issued by the Department of Labor; and the proposals submitted by the cities that were selected for the study sample.[19]

Analysis of the AIS data discussed in this report revealed that only 7.6 percent of PEP enrollees were employed in recreation and park positions.[20] This is not surprising since the program agents in the 26 cities that were studied ranked parks and recreation sixth in the nine categories of public service needs established by the Department of Labor.[21]

The job titles listed included: recreation leader, recreation aide, roving recreation leader, recreation counselor trainee, senior recreation counselor, recreation service representative supervisor, park security officer, park supervisor, tree trimmer, safety analyst, draftsman, maintenance mechanic, utility workers, custodial workers, and clerk typist.[22]

The report suggested that only the titles recreation leader and recreation aide could be considered as "expanding public service occupations" that were likely to lead to continued employment and career building.[23]

One of the general findings of the study was that the characteristics of PEP enrollees did not match those of the unemployed. Analysis revealed that only 13.2 percent of PEP enrollees employed in parks and recreation were either on public assistance or classified as disadvantaged.[24] Thus, there is some question regarding how much impact the PEP program has had in providing job and particularly career opportunities for the disadvantaged in park and recreation fields.

---

[18] The National Urban Coalition: The Public Employment Program: An Evaluation. Washington, D.C., National Urban Coalition, 1972.

[19] Ibid., p. 5.

[20] Ibid., p. 44.

[21] Ibid., p. 66.

[22] Ibid., pp. 70, 85-88, 90.

[23] Ibid., p. 91.

[24] Ibid., p. 44.

Pelusi, in an article published by The American City in 1969, described a training and employment program of the Napa, California Department of Parks, which employs ten men each year on a part-time basis to assist in building and/or maintaining park facilities. These men, all of whom are referred by the California Department of Welfare or the local Office of Economic Opportunity (OEO) "Operation Mainstream" programs, are taught the basics of gardening, nursery work, and construction and, when necessary, attend English-language or high school-equivalency classes. A number of these men have passed Civil Service examinations and become permanent employees of the Department of Parks. Others have obtained employment in other local agencies and businesses.[25]

Some unpublished material from the Oakland, California Department of Recreation described a New Career Program it carried out in conjunction with Merrit College in 1969-70. The department reported that of 30 individuals who entered the two-year work-study program, 14 completed it and nine of these 14 were employed as senior recreation leaders in the Department of Recreation. Three of the 14 may be hired during the coming year provided they are still interested in employment.

Of the first nine who were hired as senior recreation leaders, three have subsequently been placed as recreation directors. This program is no longer operating due to insufficient funds to employ any additional workers, and the Department of Recreation believes there is little likelihood of receiving the necessary funds any time in the near future. However, the Oakland Department of Parks (which is separate from the Department of Recreation) is currently using PEP monies to train and to employ 10 to 12 unemployed men as gardeners for the department.

Conversations with staff members of the Los Angeles Department of Recreation revealed that the Department is using PEP monies to train and to employ recreation aides to work in recreation programs serving the handicapped. There are undoubtedly many cities throughout the United States using one or more of the federally funded programs, but reports of such activities in the literature are singularly lacking.

Training Programs

A two-year study completed in 1970 by New York University, School of Education[26] resulted in developing a suggested career lattice for recreation personnel and a pilot test of a short-term, intensive training program to prepare recreation assistants to work in programs serving the handicapped.

A follow-up of the programs' 32 graduates, six months to a year after graduation, revealed that 15 were still employed in recreation jobs, three were employed in other than recreation jobs, two were attending college full-time, four had entered other training programs, and the remaining either were unemployed or could not be found. The suitability of these jobs for the disadvantaged was clearly established.

---

[25] Pelusi, Robert G.: How parks build men. The American City. June 1969.

[26] Berryman, Doris L.: Development of Educational Programs for New Careers in Recreation for the Disabled. Final Report of Project No. 7-0654, Grant No. OEG-0-8-070654-3689 (085). New York, New York University, 1971.

The first phase of this study was a functional job analysis conducted in one county and five municipal recreation agencies and in the recreation departments of 22 hospitals, extended care facilities, homes for the aged and state institutions. A total of 74 job tasks and functions were identified, of which 41 were carried out by recreation personnel who had earned a high school diploma or equivalency certificate. Although there is a tremendous need for further functional job analysis in the recreation and park fields, no other reference to such studies was found in the literature.

In 1968, the Institute for Local Self Government in Berkeley, California conducted a series of task force workshops to develop career ladders and training and implementation strategies for a number of public service occupations. The final report of this project includes a description of duties and tasks, knowledges and skills, and content for a training program.[27] A search of the literature revealed no information concerning whether or not any municipalities actually adopted the program developed by the recreation task force. However, the California community colleges, whose representatives worked with the task force, did develop a "core" program for recreation technicians for possible adoption by the various community colleges in the state. Students completing the core program would receive a certificate and, upon completion of additional elective and general education courses, would be eligible for an AA degree.[28]

Through a grant from the U.S. Office of Education to the National Recreation and Park Association, Hawkins and Verhoven developed a curriculum guide for junior colleges with recreation programs. The guide provided course outlines, facility layouts, equipment lists, textbooks, and reference lists for a suggested two-year program to train recreation program leaders.[29]

The Office of Recreation and Park Resources of the University of Illinois, supported by grants from the U.S. Office of Education, developed and evaluated a training guide for roving recreation leaders.[30] Results of this study indicate that the concept of the roving leader offers a viable career opportunity for disadvantaged individuals. At least 45 metropolitan communities conduct roving leader programs and most employ and train disadvantaged individuals as leaders.

The literature contains a number of references that describe programs for training mentally retarded and other disabled individuals as aides and assistants in recreation or in closely related occupations. Mann and Nayowith described a program at Buttonwood Farms that provides eight weeks of intensive training for moderately and severely retarded adolescents and adults in various tasks commensurate with

---

[27] White, Leslie R.: New Careers in Local Government. Report of Contract No. G7 8924 05. Berkeley, California, Institute for Local Self Government, 1969.

[28] Memo and supporting documents are from the Chancellor's Office, Deans of Vocational Education and Recreation Directors of California Community Colleges.

[29] Hawkins, Donald E., Verhoven, Peter J.: Recreation Program Leadership, A Suggested Two-Year Post-High School Training Guide. Washington, D.C., National Recreation and Park Association, 1969.

[30] U.S. Government Printing Office: The Roving Recreation Leader Training Guide Washington, D.C., U.S. Government Printing Office, 1971.

their abilities; these ranged from simple ground maintenance to programming and guiding training activities.[31]

Orr and Snyder reported a successful experimental training program conducted at Woodbridge State School that trained 75 community-based moderately retarded individuals for work as institutional attendants, custodians, and nurse's aides. Of the graduates, 30 were hired by the school as institutional attendants.[32]

Hansen described a work training program at Laural Ruff Center in Sacramento, California in which one teacher supervised six boys working as a clean-up crew in a large state recreational area.[33] He also discussed in this article the advantages of the work-crew concept and the potential for employment in city, county, state, and federal parks and recreation areas.

The Bureau of Education for the Handicapped (USOE) recently published Selected Career Education Programs for the Handicapped, which provides brief descriptions of a variety of career education programs conducted in 39 states and in Puerto Rico for 12 different disability groups.[34] Although training for recreation and park positions is not specifically mentioned in any of the programs described, a number of institutions and schools are providing training and placement in such related occupations as horticulture, landscaping and nursery work, day care and child care aides, aides in nursing homes, photography, and sewing. It seems that there is a need for recreation and park administrators to work with special educators in exploring the potential for cooperative education programs that might lead to jobs and careers in the recreation and park fields.

The results of the "Community Elite Corps" project conducted by the Watts Labor Community Action Committee in Los Angeles, California provide excellent information on and justification for the development of career education programs in recreation in high schools and community colleges.[35] This project, which provided community-service work experience for 16- to 18-year-old young men, included such activities as building recreation facilities, providing assistance to senior citizens, leading and supervising younger youths, and maintaining community facilities.

---

[31] Mann, Lester and Nayowith, Martin: "Their hands are made for helping: recreation aide and associate program at Buttonwood Farms." Challenge 5 (4): 8-9, 1970.

[32] Orr, Kathleen V., Snyder, Harvey J.: "Project work-out: an experimental approach in training the midly retarded as institutional attendants," Innovations in Vocational Rehabilitation and Mental Retardation. Edited by George E. Ayers, Washington, D.C., American Association on Mental Deficiency, 1969.

[33] Hansen, Carl E.: "The work crew approach to job placement for the severely retarded." Journal of Rehabilitation 35 (3): 26-27, 1969.

[34] Bureau of Education for the Handicapped (USOE): Selected Career Education Programs for the Handicapped. Washington, D.C., Bureau of Education for the Handicapped, 1972.

[35] Watts Labor Community Action Committee: "Community Elite Corps," in Manpower Research and Development Projects, 1972 edition. Contracts 42-9-004-5 and 42-0-002-05 Washington, D.C., U.S. Department of Labor, 1972, pp. 10-11.

The California State Personnel Board, under a three-year contract from the U.S. Department of Labor, is currently completing a project directed toward modifying statewide personnel management practices and employment systems of the California state government "as a means of creating new occupational patterns, organizational structures, and personnel processes required to enhance entry-level employment and job progression opportunities for disadvantaged worker groups. . . ."[36] It is probably safe to assume that the various job titles and career ladders already incorporated in the state civil service system would be included in such a comprehensive study. Assuming that the project is successful, it could have considerable impact on the use of state revenue-sharing monies for both training and employing disadvantaged individuals in recreation and parks.

With a grant from the Bureau of Adult, Vocational, and Technical Education of the U.S. Office of Education, the University of Kentucky developed curriculum guidelines for recreation, hospitality, and tourism. The guidelines are designed to assist educators in developing career education programs based on local needs and resources. While the guidelines focus specifically on the leisure occupations, the basic approaches presented can be used in other career areas.[37]

The University of Kentucky Career Education for Recreation and Tourism Project developed job descriptions for various careers in the leisure field. These descriptions were organized on four levels, ranging from recreation aide on the first level to director of recreation on the fourth level of recreation services occupational group. In the recreation resources occupational group the positions range from groundskeeper on the first level to landscape foreman on the fourth level. The complete job descriptions are included in Appendix A.[38]

In a survey of municipal recreation departments completed in 1972, Kraus found that 44 percent of his sample was giving priority to hiring greater numbers of paraprofessionals, particularly from poverty or minority-group populations; that 31 percent had relaxed civil service or other personnel requirements to permit the hiring of individuals who did not meet these requirements; and that 42 percent had developed work-study programs permitting employees to attend local colleges during work hours in order to gain qualifications for job advancement.[39]

Although this is encouraging, Kraus also found that 40 percent of the departments are faced with manpower freezes on new hiring, a situation that might well retard the growth of this trend. He also found that in "most park and recreation departments, there are limited opportunities for advancement; few promotional examinations are given and most workers find it difficult to move from leadership to supervisory grades."[40] Thus, it may be that career opportunities for the disadvantaged will be considerably limited, especially in smaller departments.

---

[36] California State Personnel Board: Proposal for public service career programs and concurrent experimental and demonstration projects, DOL No. 82-05-70-28, pp. 20-21.

[37] Verhoven, Peter J., Vinton, Dennis A., Career Education for Leisure Occupations: Curriculum Guidelines for Recreation, Hospitality and Tourism. Department of Health, Education, and Welfare Grant No. OEG-0-71-4459 (357). Lexington, Ky., University of Kentucky, 1972.

[38] Ibid., pp.59-82.

[39] Community Council of Greater New York and the New York Foundation: Urban Parks and Recreation: Challenge of the 1970's, New York, 1972, p. 86.

[40] Ibid., pp. 9-10.

Motivational Factors

The literature relating to motivational factors that influence the career choices of the disadvantaged, including the handicapped, was also reviewed.

Some of the more recent New Careers and CEP manpower training programs have given attention to motivational factors. However, emphasis is primarily placed on methods for motivating trainees to remain in training programs, rather than on studying factors that motivate the individual to select a particular field of work. Inferences can, of course, be drawn from those techniques and methods which have proven to be successful in: 1) retaining disadvantaged and handicapped trainees in training programs; 2) prevention of school drop out programs; and 3) effecting the successful job placement of trainees as measured by continued employment for one or more years. A review of the evaluation reports of various New Career Manpower Development and Training (MDTA, CEP) and Work Incentive (WIN) training programs found general agreement on several factors related to motivational aspects of successful recruitment, training, and placement programs serving disadvantaged and handicapped populations. These are:

- job development utilizing job-task analysis to create new jobs, clustered together sequentially to provide workers opportunity to advance, through increased work experience and training;
- recruitment and selection procedures that include neighborhood outreach;
- changing accreditation and certification processes; and
- opportunities for continuing education through links with educational institutions.

Since motivation to enter most fields of work is based on the extent of knowledge about the field, the literature was also reviewed with an eye toward studies of vocational counseling and information programs.

Some of the methods that have been successful in stimulating interest in a variety of human service fields could well be employed to motivate disadvantaged or handicapped individuals to consider a career in any one of the wide range of positions available in the fields of recreation and leisure services. Several of the more innovative approaches are briefly described here.

In a study conducted by Krumboltz and Associates[41], "career kits" were developed for five different occupations, each of which presented problems representative of it and the background information needed to guarantee that most subjects could solve these problems. Results of this problem-solving approach were compared with results of other, more traditional, approaches; it was concluded that: 1) problem-solving career kits consistently produced more interest and occupational information seeking than control treatments, and 2) subjects from lower socioeconomic schools consistently gave more positive reactions than subjects from middle-class schools, particularly in response to the problem-solving materials.

---

[41] Krumboltz, John D., Vocational Problem-Solving Experiences for Stimulating Career Exploration and Interest. 1967, ED 015 517.

Mendelsohn and Associates[42] conducted a pioneering effort in the use of television in bringing particular kinds of information that could dispel ignorance in key areas to the disadvantaged. Eight 30-minute television scripts, titled "Our Kind of World," were written and produced for airing to sample audiences in five housing units of the Denver Housing Authority. Of the viewers, 39 percent indicated a disposition to change certain behaviors as a result of the programs. Although the goals of the project were primarily related to consumer and family-life education, a similar approach might well be used for career exploration in recreation and leisure-service fields.

A number of studies are reported that utilized a combination of classroom activities and on-the-job work exploration and experience, particularly for potential school dropouts and handicapped youth. There is general agreement that this approach is more successful than the traditional vocational counseling in orienting youngsters to the world of work and in assisting them to make appropriate and meaningful occupational choices.

Most of the training programs designed to prepare teacher, social work, mental health, and other aides performing human services have utilized a combination of classroom and on-the-job learning experiences. It is frequently found that, although disadvantaged and handicapped individuals may have a great desire to work in one of the human service fields, they usually assume that to achieve such a goal is beyond the realm of possibility. Consequently, they have made little or no effort to obtain information about such careers and thus have limited, if any, knowledge of the job tasks and functions involved. It is usually recommended, therefore, that trainees be exposed early in the program to the actual jobs for which they are being trained through field observation visits and interactions with agency staff members, as well as the use of more traditional lectures, discussions, and films.

Drawing from the results of these and similar studies, one can infer that any programs designed to motivate disadvantaged and handicapped individuals to consider choosing a career in some aspect of park and facility management or recreation and leisure services would have to include a variety of exploratory learning and occupational experiences with an emphasis on environmental encounters. Such a program would have to be based on concrete evidence that bonafide jobs with advancement opportunities actually exist.

---

[42] Mendelsohn, Harold: Operations Gap-Stop: A Study of the Application of Communications Techniques in Reaching the Unreachable Poor. Department of Health, Education, and Welfare Grant No. OEG-4-6-06;23;-2072. Denver, Colorado, Denver University, 1968.

CURRENT STATUS OF MANPOWER PROGRAMS

At the onset of this grant period, a number of federal manpower programs existed that could be discussed in terms of hiring the disadvantaged. Among these programs are: Job Opportunities in the Business Sector (JOBS), Public Service Careers (PSC), Manpower Development and Training (MDTA), Job Corps, Concentrated Employment Program (CEP), Work Incentive Program (WIN), Neighborhood Youth Corps (NYC), Operation Mainstream, and the Public Employment Program (PEP). Funds for several of these programs have been cut severely; enabling legislation for others has expired. Attempts to keep abreast have been most confusing due to extensive deliberation over manpower revenue sharing and manpower reform legislation. We will provide legislative analysis at this time with the caution that federal manpower programs will undergo extensive changes throughout the next year.

Acting on the belief that sufficient authority exists under current laws, the President has announced his intention to begin to administratively implement Manpower Revenue Sharing (MRS) in fiscal year 1974. The Congress, which did not approve the President's 1971-1972 legislative proposals for MRS, is seeking to block the implementation plan while it develops comprehensive manpower reform legislation. Meanwhile, two of the key laws around which the current national manpower effort is built were to expire on June 30, 1973--the Manpower Development and Training Act (which the Administration wants extended with technical amendments) and the Emergency Employment Act (which the Administration does not want extended). Further complicating the situation is the certainty that a fiscal 1974 appropriation for manpower programs is many months away, partly because the Congress still must complete action on fiscal 1973 budget requests.

The result of these factors is near chaos in the field. State and local governments are awaiting word from Washington as to what form the national manpower delivery system will take with and with what level of federal monetary aid and control.

Administrative Implementation of Manpower Revenue Sharing

Abandoning previous efforts to win Congressional approval for manpower revenue-sharing-legislation, the Administration now states its belief that sufficient authority to implement MRS is provided under the Manpower Development and Training Act (MDTA), which it wants extended indefinitely, and the Economic Opportunity Act (EOA), which does not expire until June 30, 1974. This belief appears to be primarily based upon House and Senate Appropriations Committee reports that accompanied the 1973 supplemental bill that provided EOA manpower funds last fall.

Those reports, of which the House's is the more extensive, stated that the Administration has sufficient legislative authority under MDTA and EOA to implement "pilot comprehensive manpower programs" by decategorizing funds for use by state and local governments as prime sponsors and directed the Secretary of Labor to begin reprogramming operating budgets "to provide flexible bloc grants" to such pilot program sponsors "as promptly and as reasonably possible."

In January 1973, the Department of Labor's budget presentation for fiscal year 1974 took this interpretation one step further and set forth Administration plans to implement manpower revenue sharing nationwide. The new system would basically consist of bloc grant funding to state and local governments (decentralization) for the performance of certain broad manpower activities or functions (decategorization). Later it was revealed that government units having a population of 100,000 and states would be eligible to receive MRS funding as prime sponsors.

From a Department of Labor request for $1.34 billion for manpower revenue sharing (an account item that replaces the manpower training services item of the past), $950 million would be earmarked for state and local governmental units to run locally determined manpower projects. The Manpower Administration of the Department of Labor would retain control of $347.6 million to operate national manpower programs and of another $42.5 million for program support. The Manpower Administration would also receive $329.5 million for its expanded Work Incentive (WIN) program from the budget of the Department of Health, Education, and Welfare. In addition, roughly $580 million in fiscal 1973 appropriations would be used for the phaseout in fiscal year 1974 of the PEP, established by the expiring Emergency Employment Act (EEA), which the Administration does not want extended.

Under the Administration's plan, programs whose funds would be incorporated into MRS for state and local control are: the Neighborhood Youth Corps in-school, out-of-school and summer; Institutional Training; Concentrated Employment; Public Service Careers; Operation Mainstream; and JOBS Optional.

The Manpower Administration would be responsible for the following "national training programs": WIN, Job Opportunities in the Business Sector; Job Corps (which is to be reduced in size and later almost completely decentralized); Apprenticeship Outreach; prison training and veteran-hiring efforts; and programs for Indians, the Spanish-speaking, and migrant workers.

Using its "program support" funds, the Manpower Administration would provide technical assistance to federal, state, and local personnel involved in the planning and operation of manpower programs. It also would supply labor market information, contractual funds for research and demonstration projects, and evaluation of manpower efforts.

The only details made public were revealed by Assistant Secretary of Labor for Manpower William Kolberg in testimony on May 4, 1973 before the Senate Subcommittee on Employment, Poverty, and Migratory Labor:

- Eligible prime sponsors will be states, cities and counties, or similar units of population, of 100,000 or more.

- Governors will receive separate funds to provide for coordination, statewide planning and priority projects.

- State and local officials will have maximum discretion to plan and operate programs in their areas, within the existing provisions of the MDTA and EOA.

- There will be no presumptive deliverers of service, although we do expect that nearly all officials will choose to utilize the services of established and experienced agencies, such as the Employment Service and the vocational education system, when their local plans include activities traditionally associated with those agencies.

- The Department of Labor will establish national target group priorities, but local officials will be able to adapt these to their unique local populations and problems.

.There will be an application and approval process through which state and local officials will establish their performance objectives and make public plans and progress.

.Coordination with other separate legislation manpower activities such as WIN and the Employment Service will be encouraged.

The Summer Jobs and Recreation Programs

The Office of Economic Opportunity administered the Recreation Support Program this past summer, instead of the Manpower Administration, which has administered it in previous years. More than $14 million, which is close to the fiscal year 1972 figure, was awarded to approximately 100 cities for recreation programs focused on youths 14 years of age or younger. The cities will comprise those which received grants last summer plus several additional ones.

In the shift to MRS, the Administration announced that it would provide no Neighborhood Youth Corps Summer funds during 1973 and that governments that are agents for the PEP could use their final allocations to fund public service employment programs for youths. The Department of Labor accordingly set aside $113 million from EEA funds for summer jobs and told PEP agents that they could use up to one-third of their Section 5 and 6 allocations for summer jobs. If the PEP agents decide to use Section 5 and 6 allocations in addition to the funds set aside for youth, $333 million would be available for summer youth work opportunities. The Department of Labor said that last year's funding for NYC summer jobs was about $313 million and that if PEP agents use all the money for summer jobs available to them, 400 agents would have 82 percent of the funding they had last year in their areas and 270 areas would have 100 percent or better than last year's amount. The results of the Summer Jobs and Recreation Program were not available before this study was completed.

National Association and Federal Agency Information Search

In this study approximately 1,000 letters were sent to national associations and to federal agencies that offered services relating to park and recreation. The letters explained the general purpose of the grant and asked the recipients to respond to several questions about the utilization of disadvantaged workers in public park and recreation operations and the effectiveness of federal manpower programs to expand such job opportunities.

Many of the associations sympathized with the need to hire paraprofessionals, but neither they nor their constituent agencies had the funds to do so. Basically, the information search determined that national associations and federal agencies are generally not knowledgeable about park and recreation careers. In addition, widespread confusion over the definition of the term "disadvantaged" prevailed.

Although most of those which replied could offer only little information, some replies were worth noting. Examples of some useful letters follow:

- The American National Red Cross noted that disadvantaged individuals can be trained in paraprofessional capacities as lifeguards, pool or beach managers, camp-waterfront staff members and water-safety instructors.

- The National Association of Conservation Districts noted that local soil and water conservation districts utilized the Emergency Employment Act to hire staff members for technical and semi-technical duties. Assistant Executive Secretary David G. Unger stated: "There is great potential for the training and employment of personnel in a very important conservation and environmental field in every part of the country if federal public service employment programs were funded for this kind of work."

- The American Bikeways Foundation suggested that employment for many disadvantaged individuals could be provided if a nationwide system of scenic bikeways and trails were constructed. Individuals could be hired to maintain the trailways and to operate hostels, camping supply outlets, and bike repair and rental facilities. Associated with the trails would be camp and picnic grounds, swimming ponds, historic attractions, etc. This system would be one way to provide the disadvantaged in rural areas with jobs in the park and recreation field.

- The National Swimming Pool Institute commented that it has been involved in a manpower training project since 1969. The Institute has been instrumental in developing a nationwide program of training and certification for swimming pool operators that will soon be offered in community colleges and other institutions.

- The Agricultural Research Service of the Department of Agriculture hires a number of the physically handicapped in maintenance jobs at the National Arboretum. The Director of the Arboretum noted that "employment of culturally disadvantaged youths and adults by parks, forests, and botanic gardens in many classes of plant life and general maintenance areas could be greatly increased by the development of more on-site training centers."

FINDINGS

There is very little evidence in the literature which indicates that public recreation and park agencies are effectively utilizing federal manpower and training monies to employ disadvantaged individuals in their programs. It can probably be assumed that many of these agencies have utilized Recreation Support Program and Neighborhood Youth Corps funds even though they have not reported their experiences in the literature. However, the very fact that so little published information can be found leads one to surmise that agencies using such funds do so on an ad hoc basis with no intent to develop permanent new positions or programs of career growth.

If the findings in the evaluation reports of the Urban Coalition are reliable indicators of actual practice on a nationwide basis, then it seems that most public recreation and park agencies which utilize PEP funds are not placing much emphasis on the employment of the disadvantaged.

A limited number of references were found that were generic to the field of recreation and parks. Some of these were addressed to training economically disadvantaged groups and some to training handicapped populations. Only one of these projects was based on a functional job analysis done prior to developing the training program. The project conducted by the Institute for Local Self Government delineated specific competencies that trainees and recreation leaders were expected to have, but these were obtained by consensus of the task force member rather than by actual job analysis. This was also true of the roving recreation leader project and the recreation program leadership guide. Almost all of the training programs reviewed resulted in at least some trainees being placed in permanent jobs in a variety of community and instutional settings that provided some rational for the continued support of experimental training programs.

A review of selected training programs funded by the Bureau of Education for the Handicapped revealed that although a number of schools, agencies, and institutions are training handicapped youths in jobs closely related to recreation and parks, there is apparently no tie in with public recreation and park agencies for either on-the-job training or employment.

The review and analysis of the literature showed general agreement on several factors related to the motivational aspects of successful recruitment, training, and placement programs serving disadvantaged and handicapped populations. It also identified several innovative approaches that could be adapted to disseminate information about and stimulate interest in career opportunities in recreation and parks.

Based on the review and analysis of the literature, the following recommendations are made concerning research and demonstration needs relative to the purposes of this study:

- functional job analysis across a broad spectrum of positions in recreation and parks as a basis for developing guidelines for job restructuring;
- development of competency-based training guides for the various entry-level and preprofessional jobs identified through the analysis and restructuring procedures for high school and post-high-school use;
- development of innovative counseling and recruitment approaches and materials to stimulate disadvantaged and handicapped individuals to consider careers in recreation and parks;
- development of strategies to assist local recreation and park agencies in obtaining local and/or state revenue-sharing funds for training and employing disadvantaged and handicapped individuals;
- pilot demonstrations of a variety of approaches for intergovernmental, interprofessional cooperation in developing and conducting preservice, work-study, and in-service training programs;
- development of a variety of audiovisual training materials for distribution to schools, colleges, and other training agencies.

Manpower programs will remain in a state of flux for several months. Their future will be determined either by the passage of new legislation or the administrative implementation of manpower revenue sharing; the onus of obtaining their share of monies under the newly established systems will be on park and recreation departments.

CHAPTER III

CASE STUDIES AND RELATED CONSULTATIONS

Field investigations were coordinated in five cities for a more in-depth analysis of the current use of manpower programs; a series of consultations were initiated to collect supplemental data. The five sites of the case studies were chosen to represent maximum variance in (1) agency type (i.e., size, scope of services offered, degree of bureaucratization, source of funds, and ability to change); (2) types of pressures (i.e., community climate and public funding); and (3) the status of programs for indigenous workers (from well developed to first emerging).

The five case study sites were:

- Philadelphia, Pennsylvania, which represents a large park and recreation agency serving the fourth largest city in the United States and utilizing an array of manpower programs;
- Washington, D.C., an agency that serves an extensive disadvantaged population through combined federal/city agency cooperation;
- Flint, Michigan, the national center for the community school movement and an industrial city with serious union problems and with a strict city charter outlining entrance requirements for any city job;
- Louisville, Kentucky, a combined city-county recreation agency that works with large numbers of disadvantaged from rural and urban areas;
- San Juan, Puerto Rico, a city containing two park and recreation agencies, one dealing strictly with municipal activities, the other (the equivalent of a "state" agency) handling programs and properties throughout the island. San Juan has an extensive disadvantaged population and many federally funded manpower operations.

The case study investigations focused on what each city considered to be the primary delivery system for public park and recreation services. Other public recreation and park agencies operating within each of the cities were also studied. Federally-funded model city programs, community action agencies, youth opportunity groups, and housing programs that provided recreation services were not directly included. Such limitations were necessary since the study funds allowed a minimum of time in each city. In-depth studies of the principal public park and recreation agency were given top priority.

METHODOLOGY

Initial contact was made with the local Cooperative Area Manpower Planning System (CAMPS) Council or its equivalent and with the park and recreation agency in order to apprise them of the study. Dates were arranged for an on-site visit

and, with the cooperation of the park and recreation agency and the CAMPS administrator, a series of interviews was arranged. Interviews were held with local manpower administrators to become familiar with the local demography and manpower situation and to select particular programs to visit. The visits to selected programs varied from site to site in order to acquire a good cross section of views, (e.g., in Flint, personnel from the Opportunities Industrial Corporation, the County Action Agency, and the Urban League were interviewed; in San Juan, a Public Service-Plan A program was visited). In addition to observing their general operation, the program officials were asked about their attitude toward the park and recreation agency as a source of jobs; if they currently worked in park and recreation agencies; and if they viewed this employment field as a potential source of job opportunities for the disadvantaged.

In addition to the observational visits, conferences were held in each of the case study cities involving local manpower officials and park and recreation personnel closely related to the manpower programs. The major objectives of each of these conferences were to improve communications between manpower officials and park and recreation officials, to increase the flow of information, and to provide a base for future interactions. The conference in Philadelphia, for example, was attended by personnel from the Manpower Area Planning Council, Model Cities, Concentrated Employment Program, the Mayor's Public Employment Office, by the Director of Operations from the Opportunities Industrialization Center, and by representatives from the recreation and park curriculum at Temple University. In addition, representatives from every level of operation within the Philadelphia Department of Recreation also participated--including the Commissioner, Special Federal Programs Coordinator, district supervisors, and a senior youth leader.

The conference focused on possible action plans for future growth and development. The basic conference agenda follows:

1. Where are we now?

   - Current utilization of disadvantaged manpower.
   - Strengths and weaknesses.
   - Concerns and issues.
   - Problem areas.

2. Where do we want to go?

   - Overall goals.
   - Specific objectives related to:

     (a) Manpower planning.
     (b) Job development and training.
     (c) Utilization of Department of Labor programs.
     (d) Needed changes--city, regional, federal.

3. How do we get there?

   - Action plans.
   - Strategies.

A summary of the findings was presented at each conference by a staff member from the local park and recreation agency. Consultations were also held with other individuals and agencies as necessary to gain additional information relevant to this study.

OVERVIEW

In each case study site some problems and suggestions for improving Department of Labor programs were repeatedly voiced. These will be discussed here in order to eliminate repetition in later descriptions of the sites.

Most of the areas visited worked primarily with two federal programs: the Recreation Support Program (RSP) and the Neighborhood Youth Corps (NYC) Summer Program. These programs provide short-term funding and deal with a large number of young participants. While the programs were appreciated for the money and services they did provide, the recreation and park agencies were concerned that they (the agencies) had become an easy summer placement site for problem youths since they were funded on short notice and participants were selected in a last-minute rush. While the agencies agreed that the programs had helped to alleviate the problem of summer youth employment, the "crash" element of the program not only overloaded the agency's full-time staff, but also limited the opportunity for participants to reap the benefits that a longer term program would provide.

The agencies agreed that the programs would be greatly improved if funds were provided to hire some workers for longer periods of time, perhaps year-round. (Personnel are badly needed in the spring for preparation and in the fall for clean-up.) In addition, increased funding would allow the agencies to better train these participants, who could then assist with the large number of summer workers.

Adequate and qualified supervision presented a major problem to all agencies. Most of the training for short-term participants consisted of, at most, a two- or three-day introductory session followed by job experience. Neither NYC nor RSP offer sufficient funds for additional full-time support staff, and as one administrator stated, "you cannot run a program with all trainees." Lack of funds for necessary equipment was another problem.

In most cases the NYC and RSP contracts were awarded to the mayor's office or to the local Community Action Agency (CAA). Under the contracts these organizations then made certain that applicants were eligible for the program, enrolled them in the program, and sent them to fill slots within the park and recreation agency. Park and recreation personnel working with the programs expressed their need for greater participation in selecting the student workers. Frequently, names were not received until the week before the program began and some placements were made after the initial training workship began. The young workers often disliked the type of job they were given, and the park and recreation agencies felt that part of this problem could be eliminated if they were allowed to select or at least to screen the job applicants.

A universal complaint about all federal programs is the instability of funding and the short notice given when funds are available. Even with short-term projects, funding is uncertain from year to year. This hampers comprehensive planning and leads to all-night emergency short-term planning sessions. Nevertheless the agencies appreciate the programs and try to utilize them to the fullest. Most have incorporated the programs, however uncertain, into their long-range planning.

All agencies used the Emergency Employment Act/Public Employment Program (PEP) effectively. This program enabled them to hire entry-level and paraprofessional disadvantaged workers, as well as highly qualified technical or professional personnel. Since the agencies visited were all operating within a budget freeze, alloted slots under the PEP program were used to fill necessary jobs that could not be added to the agency's budget.

PEP, utilized at every level of operation within the agency from administrative assistant to landscape planner to maintenance man, was received with enthusiasm in all five sites. Although the absorption rate usually did not meet the requirements of the program guidelines, many individuals trained through PEP were used when openings occurred. The agencies thus hired a job-ready person.

In every case where Civic Service entrance requirements existed, PEP personnel were required to pass the FSEE within a certain period after being hired. In every case study investigation training for PEP personnel was accomplished on the job. Therefore, even though PEP is a popular program it does not deal with two major problems facing the disadvantaged in their search for employment: (1) inadequate training opportunities, and (2) allowances for overdemanding Civil Service entry-level examination requirements.

In order to prevent any indication of "ranking" or order of importance, the following case studies are presented in alphabetical order. Wherever possible, demographic data have been obtained from the most recent report of the regional Cooperative Area Manpower Planning.

The statistical data ("universe of need") presented for each case report represent the total number of individuals, both unemployed and underemployed, who may need employment-related assistance through manpower programs during the year. These data include individuals:

- who are unemployed;
- who are working part-time for economic reasons;
- who are working full-time but whose income does not raise that of their family above poverty or near poverty level; and
- who are not in the labor force but who would enter it if provided assistance in overcoming employment barriers.

FLINT, MICHIGAN RECREATION AND PARK BOARD

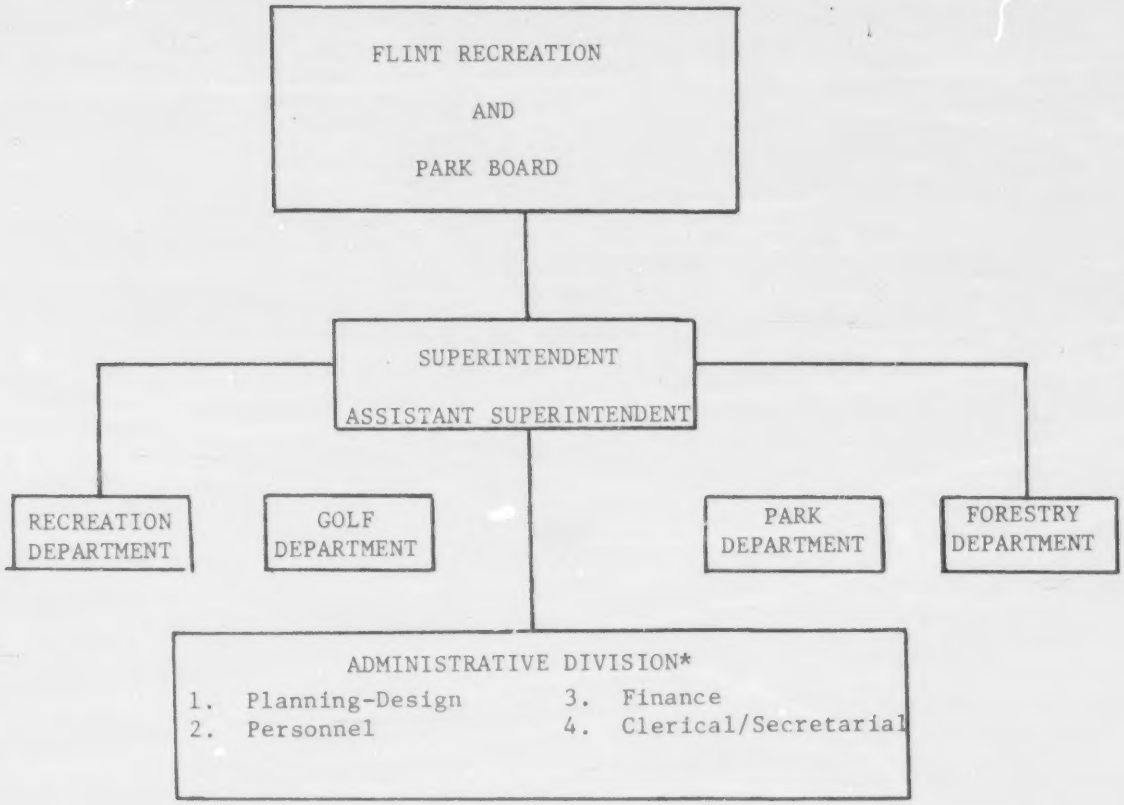
The Flint Recreation and Park Board was established in 1906 under the city charter. It has general charge over all city recreational facilities and all city parks and parkways.

The Board consists of three electors from the city, one of whom is a member of the City Board of Education. The City Commission designates which member of the Board of Education will serve on the Recreation and Park Board and appoints the other two members.

FLINT, MICHIGAN RECREATION & PARK BOARD

ORGANIZATION CHART

Figure 1.



*The Administrative Division has the overall responsibility for the long-range planning, supervision, and administration of the responsibilities of the Board, including preparing the budget, personnel, purchasing, bookkeeping, design and specifications, contracting, and general management of the municipal recreation and park responsibilities through the appointed Board, the Superintendent, and the four other departments.

The number employed by the Board grew steadily until the 1970 General Motors strike. Because of the serious effect the strike had on the city's income tax, the Board's staff had to be cut back by almost 25 percent. A budget freeze has been in effect for the Board since that time. In fiscal year 1973 the total operational budget for the Board was just over $1,900,000.

Employment by occupational category indicates that a very low percentage of the total number of workers employed are disadvantaged individuals: of 106 full-time workers, only 12 are disadvantaged and of 351 part-time and seasonal workers, 176 are disadvantaged. The 12 full-time disadvantaged employees were all hired with PEP funds, and the 176 part-time and seasonal employees were participants in various Neighborhood Youth Corps programs.

The stringent Civil Service hiring requirements are the main reason why Flint has hired so few disadvantaged people. A written test exists for every position vacancy, and all vacancies must be filled by an individual who has earned one of the top scores on the exam. The only time a written exam may be waived is when a college degree is required or when the job is above a certain professional level. In addition, in some cases an oral exam that is also required accounts for half the final grade. What's more, those applying for jobs have to live within city limits.

All full-time employees below the superintendent are unionized. Unions are acceptable in Flint because most hiring is done by large industries. There are approximately 12 different unions within the Recreation and Park Board alone.

Currently, the Recreation and Park Board does not have an established in-service training program. Its staff development program involves attending various meetings and conferences around the country, and it also has weekly staff meetings for supervisory personnel to discuss operations and problems. The orientation program for new personnel usually consists of pairing a new person with an experienced employee.

The Metropolitan Recreation and Park Board annually serves over one million people through various facilities and supervised programs of activities, which include such cooperative programs as the Flint Baseball Commission, the Basketball Commission, the Flint Tennis Club operations, the Flint Senior Citizens' program, playgrounds, centers, pools, and ice rinks. The Board also works very closely with the Flint Community Schools. Currently, there are approximately 20 community school-park developments planned for the City of Flint. These consist of building a school and a park next to each other so each may use the facilities of the other. Several are already under construction.

The city Recreation and Park Agency works closely with the Mott Foundation and the Flint Board of Education. In the past, the Mott Foundation has been a source of revenue for recreation projects, and the Board of Education works closely with the City Recreation and Park Board. Many times the Board of Education and the Recreation and Park Board use each other's facilities. Such cooperation reflects the community-school concept, which aims at the more extensive use of facilities in order to serve more residents.

Department of Labor Programs Utilized

The Recreation and Park Board utilizes three programs: (1) the Emergency Employment Act/Public Employment Program (EEA/PEP), (2) Neighborhood Youth Corps (NYC)(in school and during the summer), and (3) the Recreation Support Program (RSP). Administration of EEA is handled by the Mayor's office, and NYC funds are administered by the Flint Board of Education.

Emergency Employment Act/Public Employment Program

At the time the agency was visited, it employed 16 people on PEP funds. Although the agency was allotted 20 positions, freezes on PEP funds had kept four positions from being filled. As previously mentioned, because of the General Motors strikes, the agency's staff had been cut back by nearly 25 percent. Therefore, many of the individuals hired with PEP funds were former employees of the Recreation and Park Board and required no training. Other employees hired by PEP had the usual on-the-job training offered by the Recreation and Park Board. Most were employed in relatively low-level clerical, semi-skilled and nonskilled, and attendant and aide positions.

Although the agency hoped to absorb some individuals as economic conditions improved, its strict seniority system would target these new employees as the first to be affected by a cutback.

Neighborhood Youth Corps

In fiscal year 1973 the Recreation and Park Board had 25 in-school participants and 138 summer program workers in NYC. Certification and selection of participants is done by the Flint Board of Education, which administers the grant for the program. Participants attended a two- to three-day training session scheduled for all seasonal workers. The remainder of their training is on-the-job. The participants work as attendants and aides in various locations maintained by the Board. For example, 52 were placed as playground assistants.

The major complaint about the program was the brevity of the time span given to recruit and to train the large number of participants. Agency administrators expressed the desire to train fewer participants over a longer period of time.

Recreation Support Program

The Board utilizes RSP funds to implement existing programs and to introduce new activities during the summer. The funds are partially geared toward providing inner city programming. Here again, a major complaint about the program was the short-term notice of funding. In 1970, the Board received word of available funds on a Friday; the program was to start the following Monday.

Ways To Improve Program Utilization

In general, the suggestions the Board offered as ways to improve the manpower programs were: (1) provide additional administrative time to coordinate programs and to supervise employees; (2) improve intergovernmental coordination and communication; and (3) improve recruitment and selection of disadvantaged workers.

Other Public Park and Recreation Programs

There are several public park and recreation agencies that provide services to Flint but they are limited in scope and consist mostly of small pieces of land and few services. The other principal dispenser of park and recreation activities within the immediate Flint vicinity is the Genesee County Park and Recreation Commission. In fiscal year 1973 this department employed 35 full-time individuals--three of whom were on the PEP program and were classified as disadvantaged--and 141 part-time and seasonal workers--50 of whom were NYC summer program participants. One disadvantaged worker was employed through a work experience program handled by the Genesee Community College.

The agency expressed general satisfaction with the federal programs, but felt that NYC summer participants often began the program with a bad attitude, being reluctant to work at the lower echelon positions to which they were assigned.

Special Characteristics or Problem Areas

Flint, Michigan is unique among the case study sites, as well as among many cities in the United States, as a model for the concept of community school education. It is the national headquarters for the National Community School Education Association, which was established in 1966 as a result of many Michigan Community School Directors' feeling they needed better communication among themselves and a chance to discuss their problems and concerns with people of similar beliefs.

The community school education philosophy is based on the premise that the schools belong to the people and that local resources can be harnessed to attack community problems. With the public schools used as community centers the total needs of communities can be better served. The aim in Flint is to make the school facilities available to the community on a year-round basis and to have them open for evening programs and for weekend activities as well.

There is an unusually close relationship between the Board of Education and the Flint Recreation and Park Board due to community school implementation. The Recreation and Park Board has set out administrative policy procedures for working with the community in planning park-school recreational areas. Procedures include setting up three committees that are to be initiated under the leadership of the community school principal, the community school director, and a member of the Board staff.

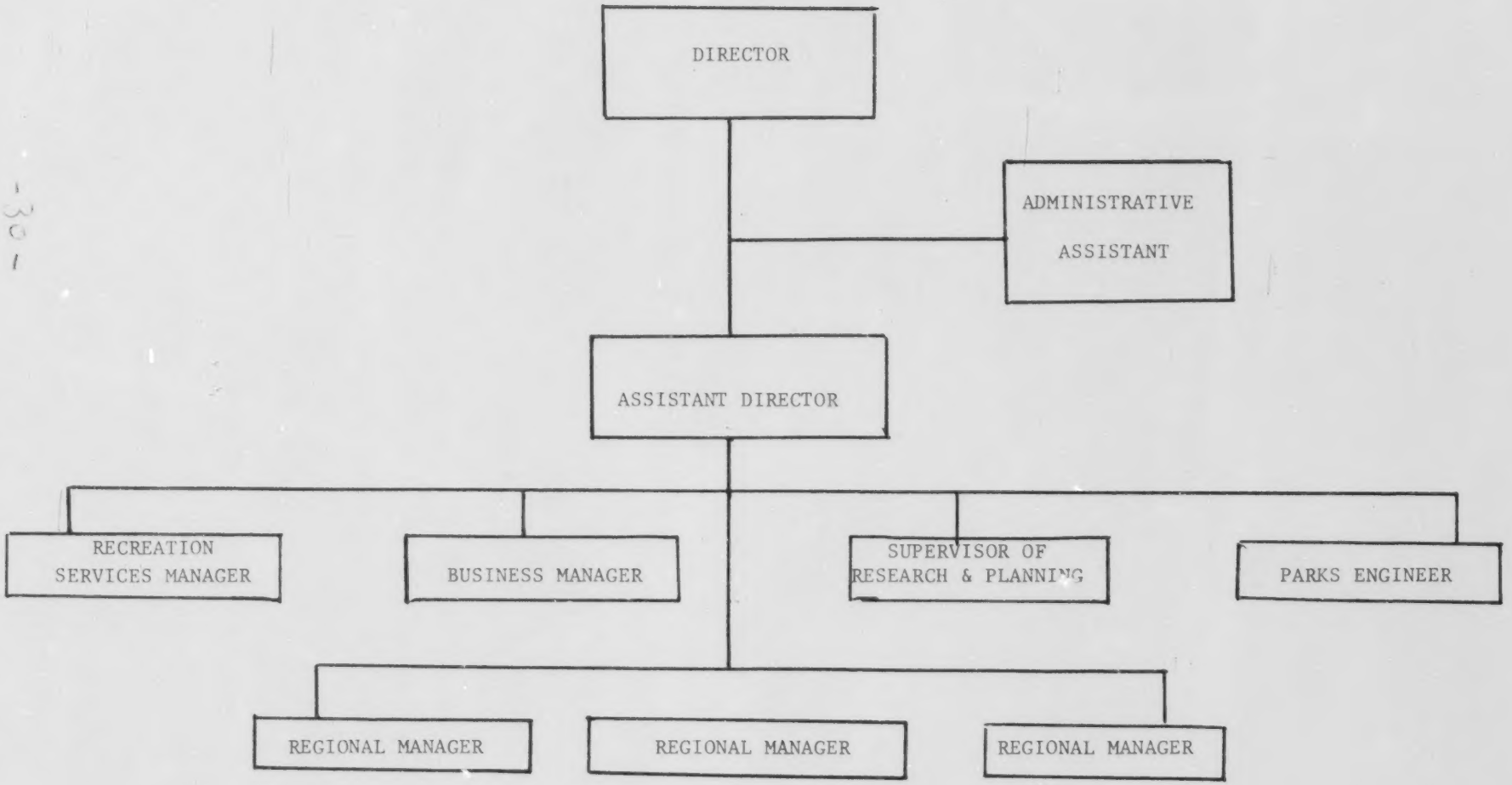
LOUISVILLE, KENTUCKY METROPOLITAN PARK AND RECREATION BOARD

In 1968, the City of Louisville, the seat of one of the nation's outstanding park systems, and Jefferson County, a nationally recognized recreation program, merged to form the Metropolitan Park and Recreation Board. Its programs and activities serve over 1,640,000 people who reside in Louisville or in surrounding Jefferson County.

The Board consists of 15 members, seven appointed by the mayor, seven appointed by the county judge, and a chairman, who is appointed jointly. The Director of the board, who is hired, employs a staff for the day-to-day operation of the parks and recreation system (see Figure 2). Currently, the department is subdivided into three geographic regions--western, central and eastern--and has a staff of 300 employees, which enlarges to 2,000 in the summer.

LOUISVILLE, KENTUCKY METROPOLITAN PARK AND RECREATION BOARD: ORGANIZATIONAL CHART

FIGURE 2



Of the 738 part-time or seasonal disadvantaged employees, the highest number were employed as semi- or nonskilled laborers or attendants and aids. All of these individuals were employed by the Board through federally supported programs.

Department of Labor Programs Utilized

The Metropolitan Park and Recreation Board (MPRB) currently works with three federal manpower programs: the Neighborhood Youth Corps (NYC), the Recreation Support Program (RSP), and the Emergency Employment Act/Public Employment Program (PEP). Funding for the NYC summer program is handled by the local Community Action Commission. RSP funds go to the Mayor's office, where the Manpower Area Planning Council (MAPC) receives proposals and decides where to allocate the funds. PEP has its own local manpower office.

Emergency Employment Act/Public Employment Program

MPRB has utilized the PEP program at every level of operation. PEP employees work as research planners, administrative assistants, home economists, athletics instructors, clerks, electricians, equipment operators, plumbers, welders, and laborers. Under PEP, MPRB was allotted 35 Section-V positions, 21 Section-VI positions, and five special five-month positions that terminated in November, 1972. PEP workers are recruited through the Metropolitan Manpower Agency. The PEP employee is entitled to and given the same benefits, salary, and hours as a regular park and recreation employee. Training is on the job, although the recreation division does offer an orientation program.

A major problem for the disadvantaged is transportation. Many disadvantaged from the inner-city cannot accept jobs in outlying areas (where the parks are) due to a lack of public bus service or access to a car. It was brought up that PEP personnel are eligible to receive transportation allowances, if the requests are justified. Apparently, a failure to inform the parks department of the allowance, so it could call the transportation problem to the attention of the manpower office, has resulted in little use being made of these funds. While transportation remains a problem, the city has attempted to minimize it by arranging regularly scheduled bus service from the inner-city to various drop-off points in the community.

The agency is generally pleased with the PEP program. Because of the budget freeze, the agency relies a great deal on the program and would probably have had to cut down on services and programs without it.

Neighborhood Youth Corps

MPRB has operated an NYC summer program for four years. Experience with the program has enabled MPRB to make plans in advance so the program will be more meaningful for participants and more useful for the agency.

Administration of the NYC summer program has been handled by the Louisville Community Action Commission (CAC), which recruits and certifies the participants and manages the program budget and payroll. CAC does not publicize the program or actively recruit students, for as one CAC administrator stated: "The kids pour out of the walls."

The applicants themselves know who is eligible for the program and who is not. CAC has an average of 3,000 to 4,000 names of individuals who are available to fill 1,500 slots. MPRB has cooperated with CAC and has assigned specific full-time staff members to work in program coordination and implementation for the past four years. These members place from 400 to 500 participants in park and recreation jobs during the summer months.

Like Flint, Michigan, administrators in Louisville expressed concern over the "crash" nature of the program. CAC personnel have difficulty with the large number of applications who must be dealt with in a short time. MPRB members complained that they did not receive the names of participants to be assigned to jobs until one week before the initial training session. In the summer of 1972 some workers were being assigned to job sites during the training session. However, the problem has been alleviated to some degree because MPRB has been able to make recommendations for rehiring eligible participants who had been particularly interested and effective workers. In addition, the department has developed written job descriptions that are useful in helping applicants indicate the type of employment they would be most interested in (see Appendix B).

All MPRB-selected participants attend a three-day introductory training session conducted for seasonal employees, plant directors, and all employees working in recreational facilities. The workers then attend their assigned job sites and work as playground assistants, recreation aides, pool attendants, or maintenance assistants. After the introductory session, all further training is done on the job under the direction of their supervisor. A supervisor, who must be present whenever an NYC summer participant is on duty, is responsible for writing an evaluation of the worker every two months and for submitting it to the agency. Participants in the NYC Program work 24 to 50 hours a week (26 hours maximum paid time) and spend two hours a week with a counselor.

MPRB personnel working with the program generally felt that motivation among the participants was very high. Students sometimes worked overtime, knowing they could not be paid for their work. The dropout rate was very low; the main reason given for leaving was that a student had found a full-time job for more money. A MPRB community director who had supervised NYC workers in his community center felt the participants' major problems were evident in the initial stages of the program. He found these problems disappeared as the participants became more experienced and comfortable in their jobs. As their insecurity about the job decreased, the participants' motivation increased and absenteeism and other problems declined.

The community director's attitude toward the NYC workers was one of appreciation. Their versitility enabled him to utilize them in many capacities: setting up the Department of Agriculture free lunch program, collecting names, passing out food, keeping order, score keeping, distributing and keeping track of equipment, etc. The director stated that he did not see how the centers could operate at full capacity in the summer without the workers' help in that MPRB did not have the funds to pay equivalent workers.

Once the students were enrolled, MPRB made every effort to keep them in the program. If a student was having problems on a particular job, the counselors would transfer him to another area or job that might alleviate the problem. It was found that, in some cases, the NYC participant worked better with the indigenous population and, in other cases, that peer rivalry created problems. It was a general rule that if transportation was not a problem (and it often was), the worker was placed in an area he did not live in.

Recreation Support Program

In 1972, Louisville received $96,000 to operate a recreation support program for the third consecutive year. Funding goes through the Mayor's office to the Mayor's Youth Coordinator, who meets with the Manpower Area Planning Council (MAPC) for planning and allocating funds. Various agencies in Louisville submit proposals for the use of the money, and the funds are allocated on the merits of the proposed plans. MPRB received $40,000 of these finds for their 1972 summer program.

During the summer of 1971 RSP funds were expended primarily for equipment to be used in the parks and area neighborhoods, such as mobile units for implementing craft and theatre programs. MPRB was informed that it could not spend the money allocated for 1972 on equipment and thus planned accordingly. Of the funds for 1972, 80 percent were utilized for salaries to employ qualified personnel who could direct basketball clinics, arts and crafts programs, drama classes, music programs, and tennis workshops. Additional personnel were employed to assist in programs for the handicapped. These people were scheduled to work at different sites on specific days so the entire Louisville area received the benefit of their skills. The remaining money was used for transportation for special trips for disadvantaged children, to boost existing programs, to finance a city-wide track meet, and for other multifarious activities.

MPRB has come to rely on RSP money. At the end of each summer it immediately evaluates the past summer's program and begins planning for the next summer. The agency's attitude toward the program is one of complete support. As one agency administrator stated: "I would say on behalf of the Summer Support Program, from this department's standpoint, it is one of the most successful, big things that we have had in assistance. The Recreation Support Program has been a tremendous asset to us."

Unique Characteristics

Louisville is an example of a city and county parks and recreation services agency operated by one department. This type of metropolitan concept may be the next major reorganization move expected to follow the continual merger of park and recreation services into combined departments.

Ways to Improve Program Utilization

In Louisville, a conference was arranged between the local mayor's manpower administrators and the park and recreation board officials. From this meeting several suggestions emerged: (1) improve intergovernmental coordination and communication; (2) provide additional administrative time to coordinate programs and to supervise employees; (3) fund support services; (4) provide adequate supplies and equipment for workers; (5) improve recruitment and selection of disadvantaged workers; and (6) fund training programs directed toward career development and mobility.

Two practical suggestions were: (1) that MPAC devote more concentrated staff time to realistically outlining manpower needs and problems by involving more representatives from related agencies, and (2) that a manual for all participating agencies be developed, which would explain in detail the possible benefits of these programs. Included would be discussions on supportive services, training opportunities, persons to contact, etc.

The conference participants felt that there should be greater effort to transfer employees to local agency budgets when federal manpower funds were no longer available. This transition period could be eased by placing a greater emphasis on training benefits of a continuing in-service nature.

PHILADELPHIA, PENNSYLVANIA DEPARTMENT OF RECREATION

The concept of municipal recreation began in Philadelphia as long ago as 1886 when the first municipal swimming pool was opened under the jurisdiction of the Bureau of City Property. In 1892, a group of civic-minded citizens, called the Cultural Extension League, became interested in play for children and opened Philadelphia's first playground in 1894. The League continued to work until 1907, when Dr. Brumbaugh, the Superintendent of Schools, called together a group of citizens to discuss playgrounds for the City of Philadelphia. At this time an organization entitled the "Children's Playground Association of Philadelphia" was created and several meetings were held. In the summer of 1908, the Association operated eight playgrounds, some on city property and some on private property loaned by the owners to the city for that purpose.

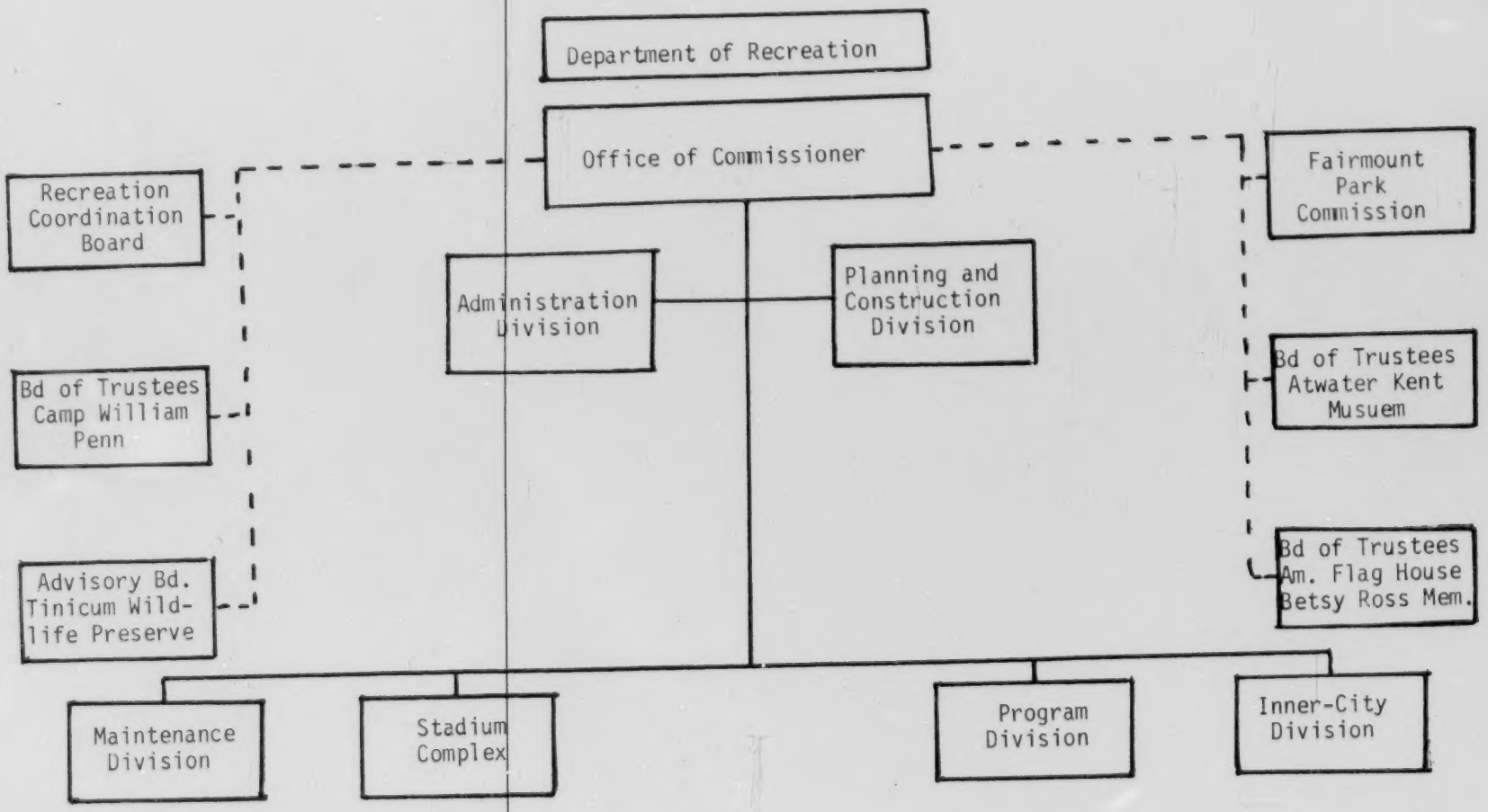
In 1910, at the request of the Mayor, the City Council authorized the appointment of a Playgrounds Commission and an appropriation in the Department of the Mayor. The Playgrounds Commission took over the operation and personnel of all playgrounds under the jurisdiction of the Playground Association.

In July 1911, the Philadelphia City Council authorized the establishment of the Department of Recreation, and the Mayor appointed a five-member board, as required by new state legislation. The board then took over all of the playgrounds and personnel under the Playgrounds Commission. In December, 1919, the Recreation Board was absorbed as a bureau by the Department of Public Welfare in accordance with the new charter passed that same year by the legislature. Between 1920 and 1952, the Bureau of Recreation functioned within the framework of the Department of Public Welfare.

On January 7, 1952, a new Home-Rule Charter was adopted for the City of Philadelphia; it created a separate Recreation Agency to be headed by a commissioner and two deputy commissioners. Five previously created boards and commissions were placed in the Department of Recreation, these being the Recreation Coordination Board, the Fairmount Park Commission, the Board of Trustees of the American Flag House and the Betsy Ross Memorial, the Board of Trustees of the Atwater Kent Museum, and the Board of Trustess of Camp William Penn. Figure 3 shows the basic organizational structure of the department.

FIGURE 3

Philadelphia, Pennsylvania Department of Recreation: Organizational Chart



The functions of the department were defined, in part, "to formulate a comprehensive and coordinated program of cultural and physical recreational activities to be instituted and conducted in all City recreational facilities." The department was also to manage and to operate the city's recreation facilities, and "itself, or by contract, construct, maintain, improve and repair such facilities."

The department serves the nearly two million people who live within the City of Philadelphia. The operational budget for fiscal year 1973 was over $14 million, and the department employed over 3,000 people during that period. Of the 3,468 employed by the department, 754 were full-time workers; 53 of these were disadvantaged. The remaining 2,714 were part-time or seasonal employees, of whom 407 were disadvantaged.

All of the disadvantaged were hired through city funding except for 15 hired through PEP funding and 2,175 part-time employees hired through other federal programs. The department is currently operating under a budget and hiring freeze due to the severe fiscal crisis facing Philadelphia. This, combined with expanding facilities and community demands for increased services, has subjected the department to severe pressures.

The department has Civil Service entrance requirements for all employees. A central personnel department for the entire city tests all potential employees and maintains registers of eligible personnel. Job descriptions have been formulated for each position, and the entrance requirements are adjusted according to the responsibility involved. See Appendix B for a Recreation Aide and a Recreation Leader I description. Recreation Leader I is the entry-level professional position within the department. The Philadelphia Department of Recreation is proud of the professional capabilities of its personnel and is determined to maintain a high standard of professionalism.

Recently, the Mayor has organized an Office for Employment of the Physically Handicapped and Mentally Retarded, and the Department of Recreation has employed six handicapped staff members. Two of these are blind recreation aides assigned to the department's Carousel House, a new recreation center established to serve the handicapped.

The department has extensive and varied in-service training programs for every level of employee. Most training on the maintenance level is done on the job.

The department has established excellent working relationships with Temple University and the Ogontz Campus of the Pennsylvania State University. It has been instrumental in establishing a two-year curriculum in recreation at Ogontz and has taken a strong leadership role in seeking the admission of disadvantaged students to both institutions. The department is currently working with Temple University on a program that will provide training opportunities for citizen leaders in disadvantaged neighborhoods.

Recreation Services

It is impossible to briefly summarize the activities and programs of a recreation department that is the size of Philadelphia's. In addition to operating 51 major recreation centers, it has under its jurisdiction approximately 129 playgrounds, 63 swimming pools, two day camps, two multipurpose sports stadiums,

Rayburn Plaza, some 71 parks and public squares, and 140 neighborhood parks. In fiscal year 1971-72, the department provided expanded recreational services to "special groups" through the use of training staff members and general facility programming. Coordinated support of the Nipon Association for older retardates and retired citizens groups improved services offered through community outreach. Saturday programs for retarded children were held at facilities throughout the city and provided recreational experiences for 200 children. The Kenniston Day Camp for retarded children provided services for 240 different children, ranging in age from five to 18 years in three two-week encampments during the summer months. The concentrated swimming activity at a nearby playground enabled the staff to water-orient a number of campers.

The Department of Recreation has just opened the Carousel Recreation Center for the Handicapped, called "A Special Place for Special People." This is the first center of its kind in the United States that is sponsored and operated by a municipality. The Center is to provide a program that contributes in a positive way to the total development of severely handicapped and mentally retarded individuals through programmed activities that include sports and games, singing, arts and crafts, cooking, sewing, ceramics, drama, dance, club groups, fishing, gardening, forums and discussions, and trips to places of interest. Thirty-six agencies dealing with various kinds of handicapped persons are cooperating with the Department of Recreation in this program. It is anticipated that the Center will serve as a laboratory for graduate and undergraduate students from universities and colleges throughout the Philadelphia area. Preliminary arrangements are being made to provide a field experience at the Center for Temple University students. The Center will also serve as an in-service training facility for department personnel in recreation programming for the handicapped.

Estimated Number of Employment Vacancies

The department estimated that, during the next fiscal year, it would have vacancies in 39 full-time professional positions, one of which could be filled by a disadvantaged person, and in 101 seasonal and part-time professional positions, five of which could be filled by disadvantaged persons. In the nonprofessional category, the total number of full-time positions to be filled would be for 134 regular employees and for 21 disadvantaged employees. For nonprofessional seasonal and part-time positions, the department would need 2,289 regular and 1,941 disadvantaged individuals.

Department of Labor Programs Utilized

The Philadelphia Department of Recreation utilized the Emergency Employment Act/Public Employment Program, the Neighborhood Youth Corps Summer Program and the Recreation Support Program. This department differed from those of the other case study sites in that it aggressively sought federal funds to supplement its budget and possessed a sophisticated knowledge of federal programs and their benefits.

Emergency Employment Act/Public Employment Program

The PEP program is administered by the Mayor's office. In January, 1972, the Department of Recreation had 114 authorized positions, all of them filled. These positions included: five clerk typists I, two engineering aides, one gardener, 51 laborers, two management trainees, 32 recreation aides, two shoresmen, and 19

watchmen. The department experienced few problems with PEP since any personnel hired at above entry-level positions were hired from the Civil Service roster.

EEA/PEP was very well received by the department because it enabled it to fill a large number of vacancies that could not have been filled otherwise for lack of city funds.

To quote department evaluation of the PEP program and its participants:

"The Agency operates over 300 various type facilities throughout the City ranging from large recreation centers to parks or squares, some of which have one person to perform the necessary work such as the cleaning and maintenance of a public park. Due to this situation we at times are forced to close facilities or give very minimal maintenance to a park or square simply because we do not have the necessary employees to conduct our programs and care for all of these facilities.

"The employees whom we have hired through the PEP program have greatly alleviated this situation. We find that for the most part their performance has been good and is steadily improving, their attendance and punctuality has been better than average in most cases and our termination rate has been relatively low. This is possibly brought on by the fact that these employees really needed a job and are greatly concerned with holding their present jobs and progressing to higher level positions within the Agency. A particular example is that eight of the Recreation Aides hired to this program have now enrolled in special courses which have been set up through Temple University to train these people professionally, and hopefully all eight will eventually receive a college degree.

"The interest and attitude of the great majority of these people is better than that of the regular employees who have come into our system during the last couple of years. Therefore, we are extremely pleased with this program for two basic reasons. It has enabled us to keep some facilities open, which we could not do otherwise and it has furnished employment for people who want to work and prepare themselves to move into higher positions in the Agency."

Neighborhood Youth Corps

This program is administered out of the Area Manpower Office, with the Department of Recreation providing slots for 1,550 participants during the summer of 1972. These participants worked as aides in assisting senior counselors on various sites that were assigned following a basic orientation session.

Youths employed in the program were assigned to 291 different work locations. Work sites utilized were 146 recreation centers and playgrounds, 61 school sites, 23 churches, 17 play streets, 14 parks and squares, 18 voluntary agencies, eight housing projects, two golf courses, two airports, and the Philadelphia Zoo. It is estimated that the participating youths served over 240,000 individuals who took part in various recreational programs throughout the city.

Here again, Philadelphia had the typical problem of dealing with a large number of participants on a short-term basis. Adequate supervision and training were difficult due to a shortage of professional staff. The opinion was stated several times that fewer participants for a longer term would be more valuable both to the department and the participants. It was felt that some of the funds should be expended to carry a few participants through the year, perhaps having them work ten hours a week after school. The fewer participants could be more thoroughly trained, and the department could select those who could be motivated for a career.

Philadelphia had the additional problem of "turf." Gangs that operate within one area delineate their own special neighborhood or "turf." It had the occasional event of one NYC group breaking up the activities of another NYC worker due to the gang rivalries. The department feels that the area NYC leader should supervise the recruitment of participants within his area. If they are to effectively work with recreation programs, NYC recreation aides must be chosen from the area where they are to work and should not be transfered out of it.

Recreation Support Program

RSP was operated by the Department of Recreation through a grant provided by the Department of Labor. The funds were utilized to provide supportive services in all areas of recreation; to provide the opportunity to expand recreation programs and services in all areas of the city through organization and coordination with community groups, organizations, and public agencies; to provide resident camperships to disadvantaged children of the city; and to provide recreational and cultural opportunities to program participants.

The following statistics are cited as accomplishments:

- RSP served over 500,000 residents of all ages throughout the city.
- This program, with its Day Camp component provided 18 additional day camp programs in critical areas of the City. This included staff, supplies, and lunches at no cost to the participants. The additional day camps served 144,000 children during the eight-week period.
- The Travel Component provided 100 trips to cultural and recreation points of interest within the city and within the states of Pennsylvania and New Jersey. Participating in the Travel Program were 8,352 children and youth.
- Under the Expanded Recreation Program component, additional leadership was provided to 36 play streets and 19 Department of Recreation day camps. The two operations served 215,550 children, ranging in age from six to 12 years.
- Subcontracts with nine community groups and organizations gave them the opportunity to conduct recreational, educational, and cultural programs in their respective communities. The nine organizations involved had unique programs. In addition, they were located in areas of the city that greatly lacked recreation facilities. This component provided additional employment opportunities and served over 200,000 city residents of varying ages.

- Through the Campership Program, disadvantaged youth, ages nine through 16, selected nonprofit resident camps. Through subcontracts with these camps, the Campership Program was able to provide either one- or two-week camping experiences to 1,763 disadvantaged children.

Because Philadelphia administers the RSP program within its own agency, it utilizes a certain portion of the funds for support personnel. In 1972, the department hired 14 day camp directors, five play street coordinators, 35 play street leaders, one program director, five program supervisors, 28 recreation specialists, one secretary, 156 senior counselors (who work with NYC participants), and 101 youth leaders. The youth leaders are usually disadvantaged youths who apply to the department for part-time work.

Other Public Park and Recreation Programs

In the heart of metropolitan Philadelphia lie more than 4,000 acres of parkland that is owned by the city and that constitutes the largest municipal park in the world--Fairmount Park. In 1867, a separate arm of the city government, the Fairmount Park Commission, was established to hold title to the parkland and to administer all of its many uses. This Commission consists of ten individual citizens and six public officials. It has jurisdiction over more than 30 other parks, parkways, public squares, and boulevards, in addition to Fairmount Park, a grand total of more than 7,720 acres.

Fairmount Park is Philadelphia's single most important recreation center. The park is within walking distance of many of the city's residential areas and offers a virtually endless variety of recreational activities conducted both indoors and outdoors. In addition, the Philadelphia Museum of Art, the zoo, the open concert hall, the Playhouse in the park, the Rodin Museum, and numerous other cultural attractions are located there.

The Fairmount Park Commission and the Philadelphia Department of Recreation work together closely. The current President of the Fairmount Park Commission is also Commissioner of Recreation for the city. In fact, the cooperation is so complete that the Fairmount Park Commission operates almost as an independent arm of the Department of Recreation.

The Fairmount Park Commission's fiscal year 1973 budget was $7.5 million; it employed 486 full-time and 571 seasonal and part-time personnel. Of the total, 39 of the full-time people were disadvantaged who were employed on PEP funds, and 200 of the part-time and seasonal employees were disadvantaged employed through the NYC Summer Program; 180 disadvantaged seasonal and part-time workers were employed through the Special Program for Emergency Employment Development in Pennsylvania (SPEED).

Disadvantaged personnel were mainly employed in the job categories of semi-skilled and nonskilled personnel and attendants and aides. Two full-time individuals were in administrative support staff positions and seven in clerical occupations; two were skilled park personnel. Training was on the job and, again, proper supervision was a problem.

Fairmount Park placed the majority of their participants into maintenance-type work and found that some program participants expressed profound displeasure with their jobs, complaining that their positions were not meaningful. Inadequate training to enable them to do responsible jobs in such a short time accounted for some of the dissatisfaction.

Ways to Improve Program Utilization

General suggestions for improving the delivery of manpower programs included: (1) Provide technical assistance in applying for federal funds; (2) simplify application and review procedures; (3) give advance notice on deadlines for filing applications for funds; and (4) improve intergovernmental coordination and communication.

Suggestions for improvements within existing programs included: (1) Provide additional administrative time to coordinate programs and to supervise employees; (2) provide adequate supplies and equipment for workers; (3) improve recruitment and selection of disadvantaged workers; and (4) fund training programs directed toward career development and mobility.

Emerging from the conference in Philadelphia between manpower administrators and planners and park and recreation officials were several recommendations. The Philadelphia Department of Recreation is particularly concerned about developing career-directed programs. The department had formulated a proposal for a long-term program of which one-half dealt with continuing education and one-half with on-the-job training and work. However, it was estimated that the program would cost between $8,500 and $9,000 per student in order to provide benefits and was too expensive to be funded by a federal agency. It was pointed out that the low per-unit cost basis of most federal guidelines undermined any serious effort to provide viable long-term training. The attempt to provide serious career-oriented training partially emerges from the department's concern about professionalism within the field.

Special Characteristics of Problem Areas

Philadelphia, like most large major cities, is faced with a number of severe problems ranging from extreme physical blight in some areas to intense youth gangs. The low-income, economically disadvantaged segment of the population has increased dramatically over the past several years, while the city has lost significant elements of its middle-income population. This population shift, added to a dwindling industrial tax base, has placed a great strain on municipal revenue. The Department of Recreation, along with the public school system and other local government services, has not been able to keep pace with the increasing needs and demands for expanded public services. The Department of Recreation, under the head of a dynamic, professionally conscious administrator who is alert and sensitive to the many opportunities for expanding recreation services through federal and state aid, has performed remarkably well under some very adverse conditions.

The department has demonstrated a strong commitment to the disadvantaged, both in providing recreation services in the areas of greatest need and in creating employment opportunities in the recreation field for the disadvantaged. The department has administered over nine different antipoverty programs, each with a different component of federal funding. The largest and most comprehensive of these programs is the Model Cities Recreation Program.

The Model Cities Recreation Program is administered and conducted entirely by the Philadelphia Department of Recreation. This program is designed to provide the Model Cities' residents, especially youth, with a career-development program, in addition to a variety of recreational and cultural activities that are specifically adapted to local needs. It is a unique program in that the leadership is recruited directly from the community and is given training in various areas of recreation, as well as in generic issues, communicating with the public, academic tutoring and guidance, job skills relating to the acceptance of responsibilities, and how to go about applying for new employment.

Some components of the Model City Program are:

1. Youth Career Development. This serves as a partial answer to the need for greater teenage employment opportunities in the Model Cities' areas. Youths who have benefited from human-service programs are afforded the opportunity to participate in various program facets of agencies and to have some degree of influence on their content and administration. Youths are selected on the basis of current and past performance and placed in agencies that require their unique skills.

2. Roving Leaders. This program is designed to employ gang-oriented youths who have the ability and desire to relate positively to other active or potentially active gang members and to help involve them in constructive recreational activities. Forty youths, 18 to 20 years old, are instructed in ways to organize and to conduct recreation activities, in how to deal specifically with hostile or difficult groups, and in certain reporting procedures for which they will be responsible. Four roving youth leader coordinators are responsible to the program director and for ten roving leader trainees each.

3. Play Streets. This component is designed to supplement areas where there are no recreational facilities or where there is a need for more of them. Streets are blocked off and cars removed. Two play streets are located in each of the 16 Model Cities Council areas and are operated Monday through Friday from 9:00 a.m. to 4:30 p.m. In addition to such activities as arts and crafts, drama, table tennis, and gameball, one bus trip a week is conducted under the travel program component.

Additional components, such as a travel program, sports clinics, campership, neighborhood day camps, and adult recreation programs attempt to reach and to provide recreational services to every element of the Model Cities population.

In summary, then, although the municipal government of Philadelphia faces enormous problems and challenges in providing quality public service to all areas of the city, the Department of Recreation has demonstrated a strong capacity to move forcefully in serving the recreation needs of its disadvantaged population.

SAN JUAN, PUERTO RICO ADMINISTRATION OF PARKS AND PUBLIC RECREATION

Government concern about parks and recreation began in 1917 with the appointment of an ex officio commission to take charge of Munoz Park in the City of San Juan. Occasionally the power of this commission was expanded to include the construction of parks in other regions of the island.

In 1927, the Athletic Commission was established to regulate boxing and wrestling. Here too, commission powers were expanded to include the regulation of professional baseball, basketball, and cock fighting.

In 1942, the two commissions were incorporated into the Commission of Sports and Recreation that functioned as a division of the Department of Public Works. At the same time the Parks and Recreation Service, also under the Department of Public Works, came into being for the planning, construction, and maintenance of all public recreation facilities. The term "public recreation facilities" was intended to mean community centers, public libraries, and even installations for motion pictures and dramatic presentations.

By 1948, the Parks and Recreation Service and the Commission of Sports and Recreation had been united in the single Commission of Public Parks and Recreation. All members of the Commission were appointed by the Governor; the Commissioner of Public Works was an ex officio member.

In 1950, the Commission was transformed into the current Administration of Public Parks and Recreation (APRP), which has under its jurisdiction the administration and maintenance of all public parks in Puerto Rico and which regulates all sports. The Commission's administrator is appointed by the governor.

In 1961, a Company of Recreation Development was created with the intention of increasing the construction of recreation facilities throughout the Commonwealth. The Company is headed by the APRP administrator and is funded from a five percent tax paid by all occupants of hotel rooms, apartment hotels, and boarding houses.

Figure 4 shows the basic organizational structure of the administration, which on the mainland is equivalent to a state department of recreation and sports.

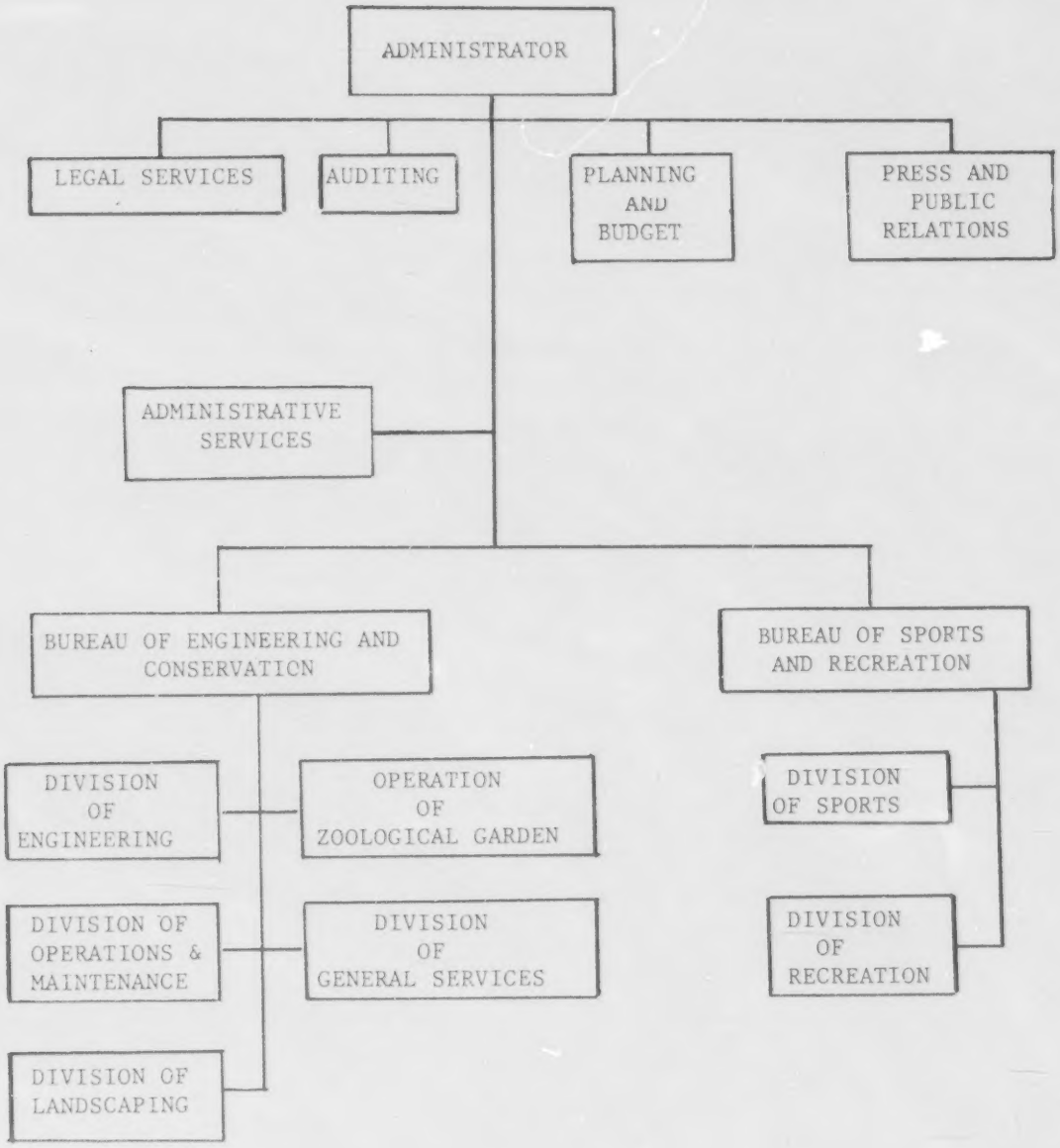
The administration is subject to the government's Civil Service requirements set forth by the Office of Personnel; these requirements apply to all Commonwealth employees and include a written test for most positions. The administration is able to hire the handicapped, but these individuals must be qualified and compete on an equal footing with all other applicants.

In fiscal year 1973, San Juan's budget was $7,750,000. The administration currently employs full-time over 1,200 people throughout the island. None of these employees is classified as disadvantaged, and there is no in-service training program on a consistent basis. Occasionally, workshops or seminars are set up in cooperation with other agencies to offer employees an opportunity for some in-service training.

SAN JUAN, PUERTO RICO ADMINISTRATION OF PARKS & RECREATION

ORGANIZATION CHART

Figure 4.



APRP relies to a great extent on volunteers. Within the municipalities, for example the recreation centers are administered by nonprofit recreation associations made up of volunteer members. The recreation association must formulate a comprehensive recreation plan for the local area and submit it to APRP. If it accepts this plan, APRP formally recognizes the recreation association and will engage a local contractor to provide the necessary center. APRP then provides maintenance and supervises the center to see that its requirements regarding center operations are complied with. The local volunteer association takes over the administration of the facility and meets with APRP leaders on the average of twice a week to ensure close cooperation.

By the end of 1972, APRP had 1,230 recreation facilities in operation throughout 76 municipalities on the island. These included 540 urban and rural baseball parks; 391 basketball, tennis, and handball courts; four lighted soccer courts; 86 recreation centers; and 252 areas for spectator sports such as cock fighting and boxing matches. APRP also maintains and operates 14 beach areas and vacation centers, swimming pools, track fields, and various other facilities.

APRP provides both a sports and a recreation program for the island. In addition to maintaining standards and regulations for sporting events, it promotes tournaments in various areas, including cock fighting. The recreation program includes camping, dramatic events, music, swimming, etc., and through it, events for cultural centers in San Juan, Ponce, Caguas, and Mayaguez are planned and maintained.

Department of Labor Program Utilization

The Administration of Public Parks and Recreation utilizes solely the Emergency Employment Act/Public Employment Program, which is known on the island as "Plan Nixon." APRP has hired 200 people using PEP funds and employs them mainly in low-level maintenance positions. These participants are not required to meet the Civil Service entrance requirement unless they are absorbed into the APRP budget. While APRP has made every effort to absorb personnel when openings occur (and has done so in many cases), it has expressed great concern in that PEP is being phased out and the funds will terminate as of October 31, 1973. Several APRP employees are still unable to pass the required Civil Service examination and will, therefore, be laid off when support funds stop. At the very minimum APRP expects 180 people to be out of a job.

As was usually the case, PEP was greatly appreciated for it enabled APRP to fill badly needed positions that could not be funded out of existing Commonwealth monies. The participants themselves were extremely greatful for the opportunity to work and found their co-workers did not resent them, but, rather, welcomed them since they relieved overload pressures. APRP expressed complete satisfaction with the quality of work that PEP participants were doing.

Other Public Park and Recreation Programs

Within the City of San Juan, the Municipal Recreation and Culture Department operates and maintains the city stadium and theatre; it has recently opened a coliseum. The administrative staff is relatively small, consisting of a director (appointed by the mayor of San Juan), an assistant director (who is also manager of the stadium), an assistant manager , two secretaries, and a number of electricians and support maintenance personnel. The stadium employs 25 full-time personnel and, when in full operation, utilizes several part-time ticket sellers, ticket takers, and additional janitorial and maintenance people. It is expected that the coliseum will call for the employment of 40 additional people when in full operation. All hiring is done through the Municipal Personnel Office, which administers the Civil Service exam.

The department only offers on-the-job training, utilizing current personnel to train new ones. Turnover is very low, since the competition for available jobs is high and generally the workers seemed satisfied with their jobs.

The department does not currently utilize any federally funded manpower programs but expressed an interest in learning more about the possibilities of doing so. Interestingly, when contacted by the Public Service, Plan A Office operating for the municipal government in San Juan, the department could see no positions or use for the program.

Since this is an expanding and emerging department, it presents future possibilities for employment in the City of San Juan.

Special Characteristics or Problem Areas

San Juan, specifically, and Puerto Rico, in general, suffer from a lack of professionally trained recreation personnel. Sporadic seminars and in-service training programs are arranged, but no preservice training programs are available. The University of Puerto Rico is currently working with the Department of Education to institute some types of educational programs related to recreation, particularly recreation for special groups such as the handicapped. As previously mentioned, the island relies very heavily on small groups of volunteers to promote and to set up every kind of recreational activity, again leading to a lack of professionalism.

WASHINGTON, D.C. RECREATION DEPARTMENT

Prior to the Presidential reorganization plan, dated March 13, 1968, a semi-autonomous policy-making Recreation Board governed the Department. This Board, established by the 77th Congress under Public Law 534, operated until June 30, 1969. On July 1, 1969, the administration and operation of recreation were brought under the direct authority of the District of Columbia Mayor-Commissioner by the creation of a District of Columbia agency administered by one director who was responsible to the Mayor-Commissioner. The Presidential reorganization also provided authority for a Community Recreation Advisory Board comprised of 17 members as follows: seven citizen members, three members representing the youth of the community, and six official members representing the Commissioner's Art Council, the D.C. City Council, Board of Education, National Park Service, Board of Trade, and the Neighborhood Planning Councils. The purpose

of the Community Recreation Advisory Board is to increase citizen participation and involvement in the city's recreation program and act in an advisory capacity to the Mayor-Commissioner and the Director of Recreation on matters affecting the leisure interests of D.C. citizens.

The department's operational budget for fiscal year 1973 was over $13 million, and the department has approximately 760 classified positions. Department employees are graded on the basis of the Federal GS rating system. The department is highly structured, with definite, clear-cut steps for promotion (see D.C. organizational chart, Figure 5).

The department is currently operating under a budget freeze. Attempts have been made to increase the number of classified positions, but to date no additional funds have been allocated. This presents the problem of an agency that cannot increase its personnel but is expanding its facilities.

The department has Civil Service entrance requirements, and since 1968, there has been a move toward higher professional-level competency. The professional entrance level is grade GS-7 and requires a degree or equivalent experience. Priority is now given to graduates with degrees in recreation over those with degrees in physical education or the social sciences.

The department does its own recruiting and hiring. The usual practice in the D.C. government is to hire from a register of names (maintained by the D.C. personnel office) of those people who have passed the Civil Service examination. Because there is no examination for the recreation field, the Recreation Department was given outside appointing authority to hire its own personnel without referring to the list. When a classified position is available at any level in the department, an announcement is sent out. No written exam is given; instead, the individual's education and experience is checked, and the most qualified candidate is hired. If necessary, a written justification is then sent to the D.C. personnel office for its records. The department has a merit promotion system and attempts to fill available positions by promotion within itself.

The department has authority to hire disadvantaged or handicapped personnel, but they are subject to the same entrance requirements as all other applicants. Currently, 20 full-time and 865 part-time disadvantaged workers are employed by the department in clerical or attendant and aide positions. One full-time and eight part-time workers are handicapped.

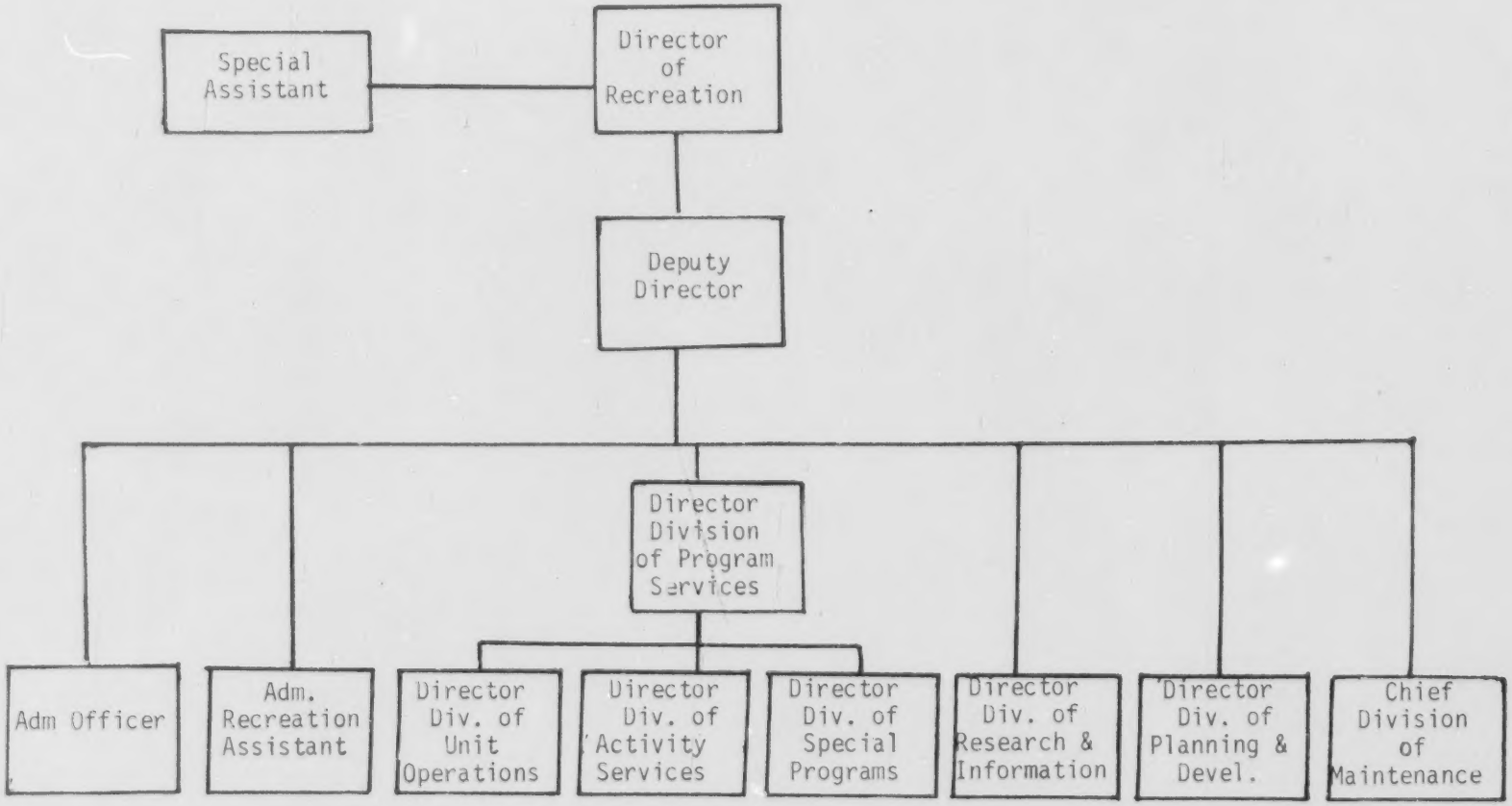
There were 5,269 workers employed by the Department of Recreation during fiscal year 1973. Of that number there were 20 full-time disadvantaged workers who were employed with PEP funds.

Over four-fifths of all the department's employees are classified as part-time or seasonal workers. Of the 4,372 part-time or seasonal employees, 2,958 are classified as disadvantaged. From those in the disadvantaged classification, 2,093 are funded by federal programs leaving 865 disadvantaged employees not supported by federal monies.

DISTRICT OF COLUMBIA RECREATION DEPARTMENT

ORGANIZATIONAL CHART

Figure 5.


Special Assistant
Director of Recreation
Deputy Director
Director Division of Program Services
Adm Officer
Adm. Recreation Assistant
Director Div. of Unit Operations
Director Div. of Activity Services
Director Div. of Special Programs
Director Div. of Research & Information
Director Div. of Planning & Devel.
Chief Division of Maintenance

The District Recreation Department has a well-organized structure for personnel training and, in cooperation with local educational institutions, offers courses for the upgrading of their employees. The Employment Development Office coordinates and oversees the training within agencies. Theoretically, an employee could enter at the lowest maintenance grade (WG-1) and, through courses and on-the-job training offered by the department, eventually work his way into a completely professional position. The D.C. Manpower Training Act finances some employees attending the Washington Technical Institute, thus enabling them to receive associate degrees. Federal City College has an undergraduate recreation program and George Washington University and the University of Maryland offer graduate programs.

The D.C. Recreation Department offers a comprehensive program of activities in over 150 centers throughout the metropolitan area. It has set up programs for adults and the elderly that range from music and dance, bridge lessons, painting, dramatic productions, and figure control to lectures and demonstrations on such subjects as nutrition, stocks and bonds, Social Security, and Medicare. In addition, the Senior Citizens Division operates gift shops which sell arts and crafts that senior citizens make for the benefit of the program. Youths are offered sporting events and clinics ranging in subject matter from judo to sculpture. Cultural activities, such as concerts, art festivals, and Shakespeare in the Park, are a regular part of the summer scene. Mobile recreation units take crafts, a rolling-stage circus, a showmobile, and a skating rink into every area of the city on a regular schedule.

The District Recreation Department has tried to a large degree to orient its programs to serve the population of disadvantaged, poorer neighborhoods and has tailored certain of its activities to the Spanish-speaking population, which is increasing. In addition to operating regular day camps and residence camps for city youths, it also operates one day camp for the orthopedically handicapped and two for the mentally retarded.

The Roving Leader Program is a special service designed to meet the needs of hostile youth groups and individuals within problem neighborhoods. Delinquent and delinquent-prone youths are given guidance on how to use community resources. Leaders intervene on their behalf with school authorities and encourage dropouts to return to school. The Leaders are trained recreation people who work on the streets and deal with the youths on an informal, unstructured basis. During the summer of 1972, the department employed 65 full-time Roving Leaders, 16 part-time leaders, and 24 assistants who were high-school-aged youths.

Seven centers offer special programs for the mentally retarded and physically handicapped that present a wide variety of developmental activities designed to enable each member to enjoy life as a self-sustaining individual within the limitation of his impairment.

Department of Labor Programs Utilized

During fiscal year 1973, the Recreation Department primarily utilized the Neighborhood Youth Corps (NYC) in school, out of school, and in summer programs, and the Emergency Employment Act/Public Employment Program (PEP). It also provided a few job slots for on-the-job training for a Public Service, Plan A program being operated by the D.C. Manpower Office, but upon completion of the

program could not provide full-time slots for the participants. Four graduates of a Work Incentive (WIN) Training Program were employed with PEP funds, but when support money ran out, they were transferred to other city agencies as openings occurred.

All participants in federal programs in Washington, D.C. are certified by the D.C. Manpower Office, which compiles a roster of eligible participants. The D.C. Recreation Department then selects participants for their programs from the manpower office register.

Emergency Employment Act/Public Employment Program (PEP)

The Recreation Department was originally alloted 20 slots by the mayor's Emergency Employment Office, which operates as a part of the District Budget Office. Administration and budget matters are dealt with by the mayor's EEA office. Seven additional slots were alloted for 60 days only for flood relief workers, and eventually three of the seven workers were absorbed into full-time positions within the department.

All training is on the job, although PEP participants are eligible for training through the department's employee development office. PEP people worked in clerical occupations, semi-skilled, and nonskilled (mainly maintenance level) jobs and as attendants and aides.

Of the original 20, the department has absorbed five into full-time positions, two have resigned, and others were absorbed by other federal and city agencies.

All PEP personnel had to meet entry-level requirements for the department before they could be employed on a full-time basis. Now that PEP is being phased out, the Recreation Department has eight participants who have not been able to pass the basic Civil Service exam. These eight are receiving intensive training to enable them to pass the exam, but if they are unable to do so at the time the support funds stop, they will again be unemployed.

As is usual with PEP, the department was very satisfied with the program since it permitted hiring people for jobs that had to be filled but were not included in the department's budget.

Neighborhood Youth Corps

NYC participants attend a basic orientation session to familiarize them with the rules and requirements of the department prior to work. All further training is done on the job.

The NYC out-of-school program is contracted to the United Planning Organization, and the Recreation Department has provided five part-time clerical positions for program participants. The workers are paid $1.60 an hour for an eight-hour day. Four hours are spent on-the-job in the Recreation Department and four are spent studying toward their General Educational Development degree.

The participants observed were cheerful, neatly dressed and did their work competently and quickly. The attitude of their co-workers was appreciation, since their help aided in relieving overload pressure.

The NYC in-school program places 19 people with the department who work at recesses and after school. Participants are designated as Recreation Enrollees and do general aide work, such as cleaning units, checking equipment, setting out games, policing areas, etc. They have been found to be very useful because of the "peer identification" of the group. They can work with the youths in a problem neighborhood and deal with them in a more effective manner than enrollees imported from another neighborhood.

The NYC Summer Program employed 2,068 youths in a ten-week program during the summer 1972. As mentioned before, these young people all attended a preliminary orientation session and then had on-the-job training. Five NYC participants are assigned to one professional aide for training at the various recreation sites throughout the city. Summer workers are utilized at all levels of the department, including maintenance and office clerical work, but the large majority are designated as attendants and aides--pool assistants, equipment dispensers, concession attendants, playground aides, etc.

While the program was well received by the department, as is usual with short-term programs, it presented problems. Participants in the NYC Summer Program cannot begin work until school is out, and the department is often well into its summer program before that date. An additional problem is the short time span during which the department must recruit participants, get the large number of new employees on the records and certified, and finally, at the end of the program, removed from the records.

Ways To Improve Program Utilization

The department felt that programs in general could be improved for its use if manpower officials would: (1) Provide additional administrative time to coordinate programs and to supervise employees; (2) improve intergovernmental coordination and communication; (3) fund support services, e.g. child care and transportation; (4) provide adequate supplies and equipment for workers; (5) improve recruitment and selection of disadvantaged workers; and (6) fund training programs directed toward center development and mobility.

Estimated Number of Employment Vacancies

Within the next year the District Recreation Department estimates that it will have 28 regular full-time professional positions and 18 full-time nonprofessional positions open. Since the department has not been able to increase the number of classified jobs and is operating on a frozen budget, these openings will primarily be the result of turnover.

Case Study Findings

The results of the case studies surfaced several concerns which were expressed by administrators of local park and recreation agencies, local manpower administrators, and the disadvantaged workers themselves.

Below in summary form are listed the most prevalent of the concerns expressed from each of the three groups of persons interviewed during the case studies. The magnitude of these concerns is expressed in terms of how many of the five case study cities mentioned them. A further discussion of these findings follows this section.

Local Park and Recreation Agencies

Of the five local park and recreation agencies involved in the case studies all were:

1. Confused about the definition of "disadvantaged."

2. Using disadvantaged workers primarily in summer programs.

3. Generally satisfied with the performance of disadvantaged workers, although they all had some minor complaints.

4. Without funds for needed long-term training programs.

5. Pleased with the Public Employment Program because professional and technical persons could be hired.

6. In need of greater control of the selection process because of the nature of the work bringing workers into direct contact with the public.

7. Concerned that they could not provide adequate supervision or additional services to the disadvantaged workers because of limited funds.

8. Hampered in their attempts at comprehensive planning because of the lateness of program notification.

9. Wanting greater emphasis on the development of long-term career development programs.

Four of the five case study park and recreation agencies felt:

1. passive about federal funding of manpower programs; and

2. constrained by Civil Service requirements.

In three of the five case study park and recreation agencies concern was expressed that:

1. Hiring many unskilled workers would lower the "professionalism" of the agency.

2. These programs are creating an interest within the disadvantaged youth to pursue a career in parks and recreation, but there needs to be more long-term career programs developed to nurture this interest.

Local Manpower Administrators

As a result of interviews with local manpower administrators in the five case study cities, it was found that in all five locations administrators:

1. had difficulty in placing disadvantaged workers;

2. found the guidelines from Washington on categorical grant programs to be generally too restrictive. They desired more local autonomy;

3. frequently viewed employment opportunities for the disadvantaged only at the lower level;

4. are generally unaware of the career opportunities which exist in parks and recreation; and

5. are hampered by the political implications of many federal programs and local political situations. They complained particularly of the available money having to be spread too thin.

Disadvantaged Workers

Queries with disadvantaged workers employed in the five local park and recreation agencies generally revealed in all case study cities that they:

1. are found mainly in jobs which are not very meaningful or challenging;

2. need support services such as transportation, counseling and day care; and

3. do not receive enough initial training.

DISCUSSION OF FINDINGS

Local Park and Recreation Administrators

One of the major findings of the case study investigations was that local park and recreation agencies are confused over the definition of a "disadvantaged" person. Questions arose over situations such as a member of a minority group or handicapped person who is employed at a sizeable salary rate. The confusion was further complicated by the fact that the agencies do not have direct access to records which indicate whether personnel to be hired fit the Department of Labor definition of "disadvantaged." In addition certification for manpower programs in most cases was completed by another agency, either the local Community Action Agency or the city's manpower or personnel office. The agencies were generally not significantly involved in recruiting disadvantaged workers either. The agencies simply provided positions for personnel that had already been classified as disadvantaged.

The agencies are frequently unhappy with the limited part they play in the recruitment and screening process. While it is generally agreed that there are many jobs which do not require extensive formal education, it is also recognized that a certain temperment is necessary to work with the public. Park and recreation administrators consistently request that program participants be carefully screened within their own agency.

The case study agencies, with the exception of Philadelphia, displayed a passive attitude toward federal funding and manpower programs. Rather than seeking out programs that they might utilize to train long-term personnel, they tended to await notification of available funds. Park and recreation agencies were usually not familiar with the variety and scope of federal programs available for manpower development and training.

In all the case study cities, the agencies showed an interest in developing paraprofessional career opportunities. Paraprofessional personnel could be utilized as assistants to most personnel within the agencies. The problem was not that work did not exist, but rather that funds were not available for the long-term training programs needed and the positions themselves.

Generally, the disadvantaged worker is being utilized to a very minor degree within the case study sites in full-time and career-oriented capacities. The emphasis is on youth and short-term "crash" programs usually during the summer months. Few disadvantaged were hired in manpower programs designed to prepare them to meet entry-level requirements of the agencies.

A major constraint in hiring disadvantaged workers is Civil Service entry-level requirements and examinations. These usually place the culturally and educationally disadvantaged person in a poor competitive position. Several of the agencies were attempting to relieve the requirements for advancement for certain level positions by such means of substituting a performance test for a written examination. All the agencies expressed satisfaction with the disadvantaged personnel currently in their employ.

The question of "professionalism" and career status was raised repeatedly. Park and recreation officials often consider their agency as a "dumping ground" for the hard-core unemployed, lacking motivation, job skills, or professional orientation. Paraprofessional and professional job requirements are being raised and demand is increasing for persons trained specifically in the recreation and park field. The general feeling was that if people are promoted without formal academic training, a nonprofessional staff will result. In addition, resentment may be aroused from employees who have undertaken extensive formal education and training to work their way "up the ladder."

The recreation and park agencies evidenced proper utilization of the short-term employment programs for youth. Although some problems arose with the initial attitude of the youthful participants and implementation of the NYC and RSP programs, the agencies all agreed that the federal funds made it possible to hire necessary personnel when demand for services was greatest.

The main complaint with the two summer programs was that the agencies did not receive adequate notice of program enactment to allow for proper planning and implementation. In addition, the funding was too limited to provide the necessary additional services the disadvantaged required, such as transportation, additional supplies and day care.

Agency officials were also unhappy with the fact that the short nature of the programs did not allow them to take advantage of the opportunity to establish career development programs. The summer employment allowed the agencies to observe the workers and select those disadvantaged participants who were good workers, highly motivated, and tempermentally inclined for a career in the recreation/leisure field. Unfortunately, no provision is presently made to continue this person on a year-round basis unless the agency uses its own funds to develop a training program.

The agencies expressed complete satisfaction with the PEP program, as it enabled them to hire workers at any level within the agency, and to hire professional and technical persons along with the educationally disadvantaged. All agencies exempted the PEP participants from Civil Service exams initially, but had to administer the tests in order to absorb the worker into the agency budget. In the case of the disadvantaged who could not pass the exam, the departments made a concerted effort to educate them sufficiently to pass.

Since motivation to enter most fields of work is based in part on the extent of an individual's knowledge about a specific field, park and recreation officials feel that it is important to reach young people early (in programs such as RSP and NYC), motivate them toward a career in the field and provide the on-going training and education necessary for upward mobility.

Some park and recreation administrators were concerned that employing disadvantaged persons presented more problems than it solved. Because of the current job market, competition for available jobs is very high and most of the departments have lines of highly qualified people awaiting the first opening. Budget freezes combined with expanding facilities has caused increased job responsibilities for present full-time personnel. Employing the unskilled disadvantaged worker further overloads the professional who must train and supervise the new worker.

Local Manpower Administrators

The case with the employment of the disadvantaged within park and recreation departments is not unique. Most manpower officials visited discussed the problem of finding employment opportunities for the disadvantaged. According to them, most employers who were willing to do their part and hire their program graduates or give the disadvantaged on-the-job training. However, when it came down to the actual hiring many employers were reluctant because of additional problems and strains on existing budget presented by the disadvantaged person.

Manpower administrators also found difficulty in working within the often-constricting guidelines for federal programs which Washington provided. They found the guidelines did not take into account the special needs of a locality or a specific agency.

Manpower officials often see park and recreation departments as a convenient area to place large numbers of students in the summer months. This sometimes arouses the resentment of the local park and recreation administrators, who see their agency as the place where all problem youth are sent.

The manpower officials are frequently unaware of the full range of opportunities for career development within the park and recreation departments. There is usually little cooperation or communication between the manpower administrators and the agency officials.

Politics also affect the manpower officials' attempts to utilize federal programs most efficiently. Political figures often play a role in who gets funded and how much is alloted to each group. In addition, sometimes funds are not completely spent by an agency receiving the funds because it looks good if the agency can return money at the end of the fiscal year.

Disadvantaged Workers

The disadvantaged workers were often unhappy with the positions they found themselves in. The jobs were usually at the lowest level and were not meaningful or motivational.

Their training was usually minimal, and many program participants found their initial training period was insufficient. Very little long-term career-oriented training was provided. Some program officials stated that when disadvantaged workers were placed in long-term training programs, they were discouraged because they sought immediate gains.

The funding in the federal programs was usually too limited to supply the disadvantaged workers with the supportive services they required. Many faced problems with transportation or day care and needed medical attention. In addition, disadvantaged workers could be greatly helped by counseling services.

CHAPTER IV

THE LOCAL PARK AND RECREATION MANPOWER SITUATION

This chapter describes the methodologies employed and findings derived from a nationwide random sample questionnaire to local public park and recreation agencies. The questionnaire was designed, administered, and analyzed cooperatively by senior staff of AAHPER and NRPA. The primary objective of the investigation was to determine the existing number of disadvantaged workers employed in local public park and recreation agencies. Twenty-one distinct categories of positions were used to describe the occupational mix of personnel (questionnaire included in Appendix E).

For comparative purposes, the design of many of the survey questions replicated those previously used by the NRPA in data collection for their 1967 Nationwide Manpower Supply/Demand Study[43] and 1970 HUD sponsored investigation of the status of recreation and parks in 25 selected large urban cities.[44]

Strengths and Limitations of Study

Neither sufficient time nor money permitted the collection of data from the total universe of park and recreation agencies in the nation. Additionally, these same limitations precluded extensive follow-up procedures to secure pertinent data from non-respondents. However, these shortcomings should not be construed as overshadowing the fact that the information herein presented represents the most current and best estimate of the level of present employment in the local park and recreation sector available. . .and more significantly the only systematic attempt and subsequent reporting to date on the state of employment of the disadvantaged in local park and recreation agencies.

Purpose and Objectives

The major purpose of this investigation was to collect representative data on the nature and extent to which disadvantaged persons were being employed by local public park and recreation agencies. Primary emphasis was placed on an assessment of the current employment state of the disadvantaged in each of 21 categories of occupations generic to the park and recreation field. Moreover, attempts were made to discern the potential immediate future demand and likelihood of the employment of the disadvantaged in the local public park and recreation sector.

It should again be noted that this was an exploratory study. There is clearly a need for additional and more definitive studies of this nature, particularly those involving such techniques as task analysis.

Scope of the Study

The study population was limited in scope to include only local public agencies whose primary function is the provision of park and recreation services.

---

[43] Hawkins and Verhoven, op.cit.

[44] Dunn, Diana, op. cit.

State and federal agencies primarily involved in the provision of park and recreation services were beyond the scope of this investigation as were local public agencies with secondary or tertiary recreation service provisions such as welfare departments, police athletic leagues, and zoological parks. Initially the investigation included queries to Community Action Program Centers and housing and urban development authorities but initial responses proved to bear little application to the overall survey.

Sample Survey Defined

The universe from which the sample was drawn was compiled from source lists from the NRPA, International City Management Association, National League of Cities, and the National Association of County Officials. A combined list of approximately 4,000 agencies was developed from these combined sources.

A sample of 980 agencies were selected for inclusion in the study based on the following criteria:

- 100 percent of park and recreation agencies in cities/counties over 100,000 population
- 50 percent of park and recreation agencies in cities/counties between 50,000 and 99,999 population
- 10 percent of park and recreation agencies in cities/counties with population of 49,999 population and smaller.

Questionnaire Development and Administration

The initial questionnaire was developed by a combination of questions asked on previous park and recreation manpower survey questionnaires (for comparative purposes) and questions which arose out of the in-depth case study investigations. A limited pilot test of ten representative respondents was made and revisions to the instrument made based on their comments.

A total of 980 survey questionnaires were out in late December, 1972. Follow-up mailings were subsequently sent out to non-respondents on January 17, 1973, February 23, 1973 and again on April 19, 1973. When incomplete surveys were returned and/or additional validity checks were deemed appropriate, phone calls were made to the person responsible for completing the instrument.

Follow-up efforts were particularly concentrated on the agencies in the over-100,000 population category as these agencies were considered to represent the major employer of the disadvantaged. Personal phone calls were placed in many instances. The Regional Directors of NRPA's Service Centers cooperated by also contacting non-respondents in this category.

As a final attempt to increase the rate of response, a brief Western Union mailgram was sent.

All the above described follow-up procedures resulted in 559 usable survey responses being retrieved. This represented a 56 percent return. By population

strata, return responses were: 60 percent (271) of cities over 100,000; 57 percent (116) of cities between 50,000 and 99,999; and 53 percent (172) of agencies serving cities under 50,000.

A final survey to non-respondents was attempted which yielded 45 usable responses. However, the data were rendered relatively useless due to the small numbers of additional returns.

Analysis of the Data

The data analyzed herein are limited to those of a statistically descriptive nature. Through a weighting procedure, information on the best estimate of the total universe of manpower are presented.

Table 1 describes the major types of political juristictions served by park and recreation agencies.

TABLE 1: TYPES OF POLITICAL JURISDICTIONS SERVED BY RESPONDING AGENCIES BY POPULATION STRATA - 1972

Political Jurisdiction	Percent of Agencies Responding (N=559)			
	Under 50,000	50,000 to 100,000	Over 100,000	Total
Municipality	81%	81%	51%	67%
County	8	13	41	25
Special District	4	2	5	4
Other	7	4	3	4

The majority of all agencies surveyed serve a municipality (67 percent). Cities over 100,000 population are more likely to be served by a county agency. Few of the agencies surveyed were organized to serve special districts (multi-city or county).

Various types of fiscal years were used by local park and recreation agencies. Some 46 percent used the calendar year; however 35 percent used the federal fiscal year. The variance in fiscal year reporting provided major difficulties in surveys of this type. Personnel records used by responding agencies for this survey most probably would have been based on a time period from July 1, 1972 to June 30, 1973, depending upon the agencies current fiscal year. Table 2 describes types of fiscal years used by responding agencies in each of the population strata. All tables listed give the year 1972, although it should be understood that many agencies used the federal fiscal year of 1973 for reporting data.

TABLE 2: TYPES OF FISCAL YEAR USED BY RESPONDING AGENCIES BY POPULATION STRATA, 1972

Types of Fiscal Year	Percent of Responding Agencies (N=559) Under 50,000	50,000 to 100,000	Over 100,000	Total
January 1, 1972 to December 31, 1972	50	44	44	46
July 1, 1972 to June 30, 1973	28	40	38	35
Other	22	16	18	19

Table 3 described the percentage of responding agencies who reported having specific entrance requirements of one type or another or who have special exceptions for the employment of disadvantaged and/or handicapped persons.

TABLE 3: ENTRANCE REQUIREMENTS OR HIRING EXCEPTIONS FOR NEW EMPLOYEES, 1972

Entrance Requirements	Percent of Agencies Responding (N=559)
Civil Service Requirements	27.0
Special Exceptions for Disadvantaged	7.0
Special Exceptions for the Handicapped	4.0
Union Regulations	17.0
Examinations	1.5
Residency Requirements	1.5
Educational Requirements	2.0
No Entrance Requirements	30.0
Other	10.0

It can be noted that 30 percent of all reporting agencies have no entrance requirements. The most prevalent types of entrance requirements were those of civil service (27 percent) and union regulations (17 percent).

Those requirements in the "other" category, of which 10 percent of the agencies indicated they had requirements, included political patronage, general ability (as determined by an interview) and preferences given to youths or persons desiring to work with youths.

Special exceptions for the disadvantaged were noted by 7 percent of the reporting agencies.

Total figures on the number of full-time and part-time personnel, regular and disadvantaged, are presented below in Table 4. These numbers represent the best estimates of the total universe of park and recreation personnel in 21 occupational categories and were derived by an extrapolation of sample survey data obtained. (See Appendix E for a definition of these occupational categories.)

Over 113,000 full-time workers and 265,000 part-time or seasonal workers are employed in the local park and recreation sector in 21 occupational categories. Disadvantaged workers hold 16,561 full-time jobs (approximately 13 percent) and 68,221 part-time or seasonal jobs (over 25 percent). Disadvantaged workers are employed in every one of the 21 occupational categories, including the executive category. These workers do not however outnumber regular workers in any of the 21 occupational categories.

Occupational categories employing the largest number of disadvantaged workers in order of magnitude for full-time workers are: semi and non-skilled personnel, clerical, recreation facility supervisors, skilled park personnel, and attendents and aides; in the part-time and seasonal classification: attendents and aides, recreation program leaders, semi and non-skilled personnel, activity specialists, skilled park personnel, clerical and recreation facility supervisors. It should be noted that the Public Employment Program allowed agenices to hire professional and technical personnel, many of whom are classified as "disadvantaged" for the purposes of that program, but would not be characteristic of the overall disadvantaged population which is the focus of this study.

In order to put the overall manpower picture into an historical perspective, data from a similar study in 1967 are compared with the 1972 personnel, and this is in Table 5. The data from 1972 were converted into full-time equivalents for this comparison, i.e., two part-time jobs were considered one full-time equivalent and resulting figures were added to number of full-time workers to provide an overall full-time equivalent estimate (same procedure used in 1967).

TABLE 4: ESTIMATED LOCAL PUBLIC PARK AND RECREATION PERSONNEL, BY REGULAR AND DISADVANTAGED WORKERS, 1972

Occupational Categories	No. of Full-Time Workers			No. of Part-Time or Seasonal Workers		
	Regular	Disadvantaged	Total	Regular	Disadvantaged	Total
Executive	2,814	40*	2,854	861	0	861
Assistant Director	945	0	945	243	14	257
Division Head	2,232	13*	2,245	595	77	672
Superintendent of Parks	3,069	9*	3,078	147	0	147
Superintendent of Recreation	645	34*	679	153	0	153
Administrative Support Staff	1,661	70	1,731	546	6	552
Clerical	5,748	1,908	7,656	1,908	568	2,476
Related Park Professionals	1,611	74	1,685	204	52	256
District Supervisors of Parks	634	10	644	116	60	176
Park Managers	1,460	25	1,485	1,720	53	1,773
Park Rangers	2,156	153	2,309	1,187	24	1,211
Foremen	6,417	270	6,687	368	127	495
Skilled Park Personnel	15,397	1,230	16,627	1,454	895	2,349
Semi and Non Skilled Personnel	29,971	4,981	34,952	20,188	15,009	35,197
District Supervisors of Recreation	675	11	686	747	35	782
Recreation Supervisors	3,380	847	4,227	5,005	329	5,334
Community Center Directors	2,391	182	2,573	2,403	149	2,552
Recreation Facility Supervisors	1,576	1,739	3,315	4,167	466	4,633
Activity Specialists	3,886	158	4,044	9,692	1,246	10,938
Recreation Program Leaders	5,470	758	6,228	73,615	21,738	95,353
Attendants and Aides	4,782	1,049	5,531	72,356	27,370	99,726
Grand Totals	96,622	16,561	113,183	197,724	68,221	265,945

*The researchers question those workers categorized as disadvantaged in these categories; most were probably enrolled in the PEP program, which does not require full adherence to DOL definitions of disadvantaged.

TABLE 5: A COMPARISON OF LOCAL PUBLIC PARK AND RECREATION PERSONNEL, 1967 and 1972

Occupational Categories	Estimated Full-Time Equivalent Personnel 1967	1972	Percent of Increase or Decrease
*Executive	3,275	3,284	.3
*Assistant Director	1,002	1,073	7.1
*Division Head	2,000	2,581	29.1
*Superintendent of Parks	1,065	3,151	195.9
*Superintendent of Recreation	727	755	3.9
Administrative Support Staff	1,489	2,007	34.8
Clerical	6,827	8,894	30.3
Related Park Professionals	1,469	1,813	23.4
*District Supervisors of Parks	728	732	.5
*Park Managers	1,649	2,371	43.8
*Park Rangers	1,893	2,914	53.9
Foremen	6,539	6,934	6.0
Skilled Park Personnel	19,080	17,301	-9.3
Semi and Non-Skilled Personnel	49,191	52,550	6.8
*District Supervisors of Recreation	9,205	1,077	-88.3
*Recreation Supervisors	13,895	6,894	-15.6
*Community Center Director	4,376	3,849	-12.0
*Recreation Facility Supervisors	2,266	5,631	103.5
*Activity Specialists	4,011	9,513	137.2
*Recreation Program Leaders	14,085	53,904	282.7
*Attendants and Aides	14,585	55,394	279.9
Grand Totals	159,357	242,622	65.6

*Occupational categories considered by employers in 1967 to require two years or more post-high school paraprofessional or professional training, or its equivalent.

Substantial increases in numbers of personnel between 1967 and 1972 were noted in the following categories: recreation program leaders, attendents and aides, superintendents of parks, activity specialists, recreation facility supervisors and park rangers. The dramatic increase in many of these categories might be attributed to the impact of federal manpower programs and their more effective utilization and extension since 1967. The increase in park superintendents might be related to the recent public concerns for open space and a quality environment; park rangers may have increased as the public demanded improvements in law and order. However, these observations should be subjected to more careful examination before substantive conclusions can be drawn.

Decreases were noted in supervisory and administrative recreation classifications, possibly becuase of trends toward hiring indigenous disadvantaged workers to perform such tasks, but who remain classified under lower job categories because of educational deficiencies. Also, since 1967, approximately 200 community colleges have established recreation curricula geared at providing trained personnel for the recreation facility supervisor, activity specialist, and recreation program leader categories. The availability of paraprofessional trained personnel may have spurred increases of personnel employed in these categories.

Another type of comparison was made with this study's full-time personnel data. The figures are compared with data collected in an NRPA study on 25 select urban recreation and park departments serving populations of over 250,000.

Figure 6 includes the cities in three population strata, and their location. Table 5 is a comparison of estimates of full-time personnel in 1970 and 1972. The table indicates an overall decrease of about 3 percent in employment; but sharp reductions were noted in the categories of attendents and aides, recreation facility supervisors, park rangers, community center directors and recreation supervisors. Increases were noted in executive and administrative categories, skilled park personnel, and recreation program leaders. Some of the differences might be attributed to classification changes. Numbers of disadvantaged persons employed in 1972 are listed in parentheses. Such data was not available for 1970.

At the request of the President's Committee on Employment of the Handicapped's Subcommittee on Recreation and Leisure, data was collected on the total number of full-time handicapped persons working in professional and nonprofessional job categories. Table 7 contains the information as classified by population strata. Estimated employment of the handicapped in park and recreation totals an estimated 1,338 persons.

It is interesting to note that more handicapped persons are employed in professional job categories in the larger cities (over 100,000 population). However over half (69 percent) of all handicapped persons employed (1,338) are hired in non-professional jobs by agencies serving populations under 50,000.

25 STUDY CITIES
△ population > 1,000,000
□ population 500,001 - 999,999
○ population < 500,000
CANADA
CANADA
MEXICO
Seattle
Portland
Oakland
Los Angeles
Phoenix
Denver
Oklahoma City
San Antonio
Houston
Minneapolis
Kansas City
Milwaukee
Memphis
Birmingham
New Orleans
Tampa
Atlanta
Detroit
Rochester
Dayton
Louisville
Philadelphia
Newark
Boston
Norfolk

Figure 5

TABLE 6: COMPARISON OF FULL-TIME PUBLIC PARK AND RECREATION EMPLOYMENT IN 25 CITIES, 1970 and 1972

Occupational Categories	Number of Full-Time Workers 1970	1972*	Percent of Increase or Decrease
Executive	22	24	9.00
Assistant Director	19	22	15.79
Division Head	115	129	12.17
Superintendent of Parks	15	18	20.00
Superintendent of Recreation	18	18	0.00
Administrative Support Staff	210	334 (18)	59.05
Clerical	621	629 (42)	1.29
Related Park Professionals	294	268 (14)	-8.84
District Supervisors of Parks	81	70	-13.58
Park Managers	75	176	134.67
Park Rangers	730	488 (22)	-33.15
Foremen	580	675 (5)	16.38
Skilled Park Personnel	1,925	2,404 (128)	22.81
Semi and Non-Skilled Personnel	5,087	4,763 (709)	-6.37
District Supervisors of Recreation	93	114 (11)	22.58
Recreation Supervisors	330	240 (3)	-27.27
Community Center Directors	468	328 (35)	-29.91
Recreation Facility Supervisors	283	118 (23)	-58.30
Activity Specialists	213	209 (39)	-1.88
Recreation Program Leaders	1,051	1,236 (251)	16.65
Attendents and Aides	706	503 (122)	-28.77
Grand Totals	12,936	12,054 (1,432)	-2.88

*Number of disadvantaged workers listed in parentheses

TABLE 7: ESTIMATED NUMBER OF FULL-TIME HANDICAPPED PROFESSIONAL AND NON-PROFESSIONAL PERSONS EMPLOYED IN PARK AND RECREATION OCCUPATIONAL CATEGORIES, 1972

	Total Number of Full-Time Handicapped Workers			
Job Classifications	Under 50,000 Population	50,000 to 100,000 Population	Over 100,000 Population	All Population Strata
Professional	39	28	77	144
Non-Professional	652	218	324	1,194
Totals	691	246	401	1,338

Based upon the best judgement, budgeted plans, and revenue sharing possibilities, employers gave estimates of employment vacancies which might be created by turnover, retirement, job restructuring and new jobs. Table 8 contains estimated vacancies for full-time regular and disadvantaged workers in both professional and nonprofessional occupational categories.(Note: professional and nonprofessional classifications were defined by the agency.)

Employers estimated a total of 18,008 full-time vacancies, of which 5,463*, or approximately 30 percent, could be filled by disadvantaged persons, mainly in the nonprofessional occupational categories.

TABLE 8: ESTIMATES OF FULL-TIME E LOYMENT VACANCIES FOR PROFESSIONAL AND NON-PROFESSIONAL OCCUPATIONAL CATEGORIES ANTICIPATED IN 1973

Occupational Categories	Number of Full-Time Vacancies		
	Regular	Disadvantaged	Total
Professional	3,418	272	3,690
Nonprofessional	8,955	5,463	14,418
Totals	12,373	5,63	18,008

Attention was also given to the extent of utilization of federal manpower programs. A question was asked as to the amount of financial assistance agencies had received from these sources but the data was not considered accurate enough to report. The basic reason for this is the reality that most park and recreation agencies were far removed from the grant administration and financial aspects of these programs and therefore provision of accurate financial data was beyond their capability to provide.

The usable portion of these data, however, indicated an awareness and utilization of every Department of Labor Manpower program with the exception of Public Service Careers Plan C and D, which were not generally applicable.

*A separate computation of just agencies serving population areas under 50,000 indicated that 4,561 of the 5,463 vacancies would be provided by small city agencies. Thus, smaller local park and recreation agencies hold great potential for employment of the disadvantaged. Although the number of employees employed by such agencies are relatively small compared to big cities, this represents a universe estimate of 3,258 agencies serving cities under 50,000 population.

Table 9 provides a rank order of Department of Labor programs in terms of their utilization by local park and recreation agencies. Case study findings were verified. Major federal programs utilized were the Public Employment Program, Neighborhood Youth Corps, Recreation Support Program, Operation Mainstream, and Public Service Careers Plan A.

TABLE 9: RANK ORDER OF DEPARTMENT OF LABOR PROGRAM UTILIZATION BY LOCAL PUBLIC PARK AND RECREATION AGENCIES, 1972

Department of Labor Programs	Rank Order (N=559 usable responses) Employment of Full Time Disadvantaged Workers	Employment of Part Time and Seasonal Disadvantaged Workers
Emergency Employment Act Public Employment Program	1	4
Neighborhood Youth Corps		
In School	-	5
Summer	-	1
Out of School	2	6
Operation Mainstream	4	8
Recreation Support Program	5	3
Public Service Careers		
Plan A	6	12
Plan B	12	-
Concentrated Employment Program	7	11
Manpower Development and Training	8	7
Job Opportunities in Business Sector	11	14
On the Job Training for Veterans	9	13
Job Corps	13	10
Work Incentive Program	10	9
Other local, state, or federal manpower programs	3	2

Table 10 provides the reader with a ranking as to the perceived ways in which administrators feel the utilization of Department of Labor programs could be improved. The table breaks out the information on the basis of responses from three different population strata cities.

TABLE 10: RANK ORDER OF PERCEIVED WAYS OF IMPROVING DEPARTMENT OF LABOR MANPOWER SUPPORT PROGRAMS BY SIZE OF CITY

Ways to Improve	N=188 100,000 & over	N=96 50,000-99,999	N=152 Under 50,000
A. Provide additional administrative time.	1	3	9
B. Provide technical assistance	8	9	1
C. Simplify application	7	6	6.5
D. Advanced notice of deadlines	6	7.5	4
E. Improve inter-government coordination	3.5	5	2.5
F. Fund support services	10	10	10
G. Provide adequate supplies	2	4	6.5
H. Eliminate categorical funding	9	7.5	8
I. Improve recruitment	3.5	1	5
J. Fund training toward career development	5	2	2.5

It is interesting to note from the table above, the disparity of opinion between administrators of varying size cities.

The largest cities (100,000) felt that provision of additional administrative time was the most important improvement necessary whereas the small cities (under 50,000) ranks this next to the least important.

The situation was virtually reversed regarding the provision of technical assistance wherein the smaller cities rank this highest (most important) and the larger cities had this improvement as next to the least important.

The cities of middle-size (50,000 to 99,999) felt improved recruitment and selection of disadvantaged workers was the item most in need of improvement.

The one point in which unaminity of opinion was reached was that all size cities felt the funding of support services such as child welfare and transportation was adequate or at least was not an important area in need of improvement.

Summary of Findings

Listed below in capsule form are the major findings of the national survey of employment of the disadvantaged in local public park and recreation agencies:

- Seven percent of the sample of responding agencies (N=559) have special exceptions to their entrance requirements for employing the disadvantaged.
- Disadvantaged persons are employed in all of the 21 occupational categories of positions in local public park and recreation agencies used in this study.
- Disadvantaged workers hold approximately 13 percent (16,561) of the full-time jobs in local public park and recreation agencies.
- Over 25 percent (68,221) of all part-time and seasonal positions in local public park and recreation agencies are held by disadvantaged persons.
- The largest number of disadvantaged workers employed in local park and recreation agencies are in the occupational categories of semi and non-skilled personnel, clerical, recreation facility supervisor, skilled park personnel and attendants and aides.
- The vast majority of part-time and seasonal positions held by disadvantaged workers in local public park and recreation agencies are in the occupational categories of attendants and aides, recreation program leaders, semi and non-skilled personnel, activity specialists, skilled park personnel, clerical and recreation facility supervisor.
- Employers estimated that of a total of 18,008 full-time vacancies, approximately 30 percent (5,463) could be filled by disadvantaged persons, mainly in the non-professional occupational categories.
- Smaller local public park and recreation agencies (serving under 50,000 population) hold the greatest potential for employing the disadvantaged person.
- The largest number of full-time disadvantaged workers were employed through the financial assistance of the Public Employment Program.
- The Neighborhood Youth Corps summer program was used most extensively by local public park and recreation agencies to employ part-time and seasonal disadvantaged workers.

- Agencies serving the larger cities (over 100,000 population) felt that provision of additional administrative time was the most important improvement necessary in the Department of Labor manpower support programs.

- The provision of more technical assistance was considered by agencies serving the smallest cities (population under 50,000) to be the most important improvement necessary in the Department of Labor manpower support programs.

CHAPTER V

FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS

This chapter summarizes the major findings of the study and recommends policy-related actions or suggestions for further research. They are the result of a composite analysis of on-site case study investigations of five cities, a national survey of public park and recreation agencies, a state of the art assessment, and numerous consultative meetings.

The findings are organized under the following categories: 1) demand for employment of the disadvantaged in parks and recreation; 2) suitability of park and recreation jobs for the disadvantaged person; and 3) actions needed to train and place disadvantaged workers in these jobs and means of removing existing obstacles or constraints.

DEMAND FOR EMPLOYMENT OF THE DISADVANTAGED IN PARKS AND RECREATION

Current Status

Disadvantaged persons are currently employed in all of the 21 occupational categories enumerated in the survey questionnaire used to elicit information from local public park and recreation agencies.

Disadvantaged workers hold approximately 13 percent (16,561) of the full-time jobs and over 25 percent (68,221) of the part-time and seasonal positions in local public park and recreation agencies.

The largest number of disadvantaged workers employed in local public park and recreation agencies are in the occupational categories of semi and non-skilled personnel, clerical, recreation facility supervisor, skilled park personnel and attendants and aides.

The vast majority of part-time and seasonal positions held by disadvantaged workers are in the occupational categories of attendants and aides, recreation program leaders, semi-skilled and non-skilled personnel, activity specialists, skilled park personnel, clerical and recreation facility supervisor.

Funding Situation

Difficulty was encountered in attempting to determine the amount of financial assistance and number of disadvantaged persons employed in the current year through Department of Labor funds and other funded manpower programs. Park and recreation administrators often did not have such data available, particularly since workers were often "supplied" by some other agency or coordinating body. Further, many agencies used their own definition of disadvantaged, and sometimes became confused with the official Department of Labor version. Many agencies were in a state of turmoil because of the changeover from categorical to revenue sharing financing, plus the continuation of some categorical programs, like WIN and JOBS.

The vast majority of all local public park and recreation agenices surveyed were aware of one or more of the federal manpower programs of the Department of Labor and large numbers of them were taking advantage of the support available to them.

The largest numbers of full-time disadvantaged workers were employed through the financial assistance of the Public Employment Program.

The Neighborhood Youth Corps summer program was used most extensively by local public park and recreation agencies to employ part-time and seasonal disadvantaged workers.

There exists a large difference of opinion amongst park and recreation administrators of varying size cities regarding their perceived ways of improving the Department of Labor manpower programs. For instance, the agencies serving large cities (over 100,000 population) felt that the provision of additional administrative time was the most important improvement necessary. On the contrary, the agencies serving small cities (under 50,000 population) ranked this area next to the least important.

The situation was reversed regarding the provision of technical assistance wherein the agencies serving the small cities ranked this highest (most important) and the agencies serving the large cities had this improvement as next to the least important.

The one point on which unaminity of opinion was reached was that all size cities felt that funding of support services such as child day care and transportation was adequate. Interestingly enough the case study interviews with the disadvantaged workers themselves provided a completely reversed opinion on this point.

Results of interviews with local park and recreation administrators in the case study cities revealed other data pertinent to this section on funding. Currently, most disadvantaged workers are employed for summer programs. However, administrators are particularly pleased with the Public Employment Program because it permits the hiring of professional and technical persons. They further expressed concern that they could not provide adequate supervision of additional services to the disadvantaged workers because of limited funds.

Potential Growth

The impact of revenue sharing on job creation efforts is a major concern, particularly in terms of employment of the disadvantaged person. Stringent guidelines imposed on employers to hire the disadvantaged worker in the past through categorical programs may have been responsible for the substantial numbers of disadvantaged workers being hired. However, the reduction of categorical programs with guidelines favoring the disadvantaged may not necessarily mean a reduction in hiring of the disadvantaged worker. This is due to several reasons:

1) Many of the urban oriented recreation services are concerned with providing services to the disadvantaged member of the community. Such residents have demanded that employees be indigenous members of their community.

2) Public park and recreation employers have been reducing formal training requirements for many of their positions, thus allowing persons with minimal training to be hired at the entry level.

3) Expenditures for public parks and recreation are increasing at a rate of approximately 11 percent per annum. Additionally, revenue sharing has been supportive of park and recreation services.

4) Paralleling the increased demand for local park and recreation services are also increased spending for services at the state and national levels, and in other local government services such as zoos, aquariums, police PAL efforts, school based after school and environmental education programs, and welfare and rehabilitation programs concerned with juvenile delinquency prevention, day care, and programs for handicapped persons.

SUITABILITY OF PARK AND RECREATION JOBS FOR THE DISADVANTAGED

Descriptions of jobs in the park and recreation field can be found in several sources. The research team collaborated with the University of Kentucky Career Education for Recreation and Tourism Project to describe the various types of jobs to be found in the leisure related career field. Job opportunities in local park and recreation agencies ranged from a recreation aid to the director of recreation, and those in the recreation resources occupational group ranged from a yard worker to a landscape foreman. The complete job descriptions are included in Appendix A .

Only a small percentage of the park and recreation agencies responding to the questionnaire stated that they have special hiring guidelines for the disadvantaged. Thirty agencies said they have special employment provisions for the disadvantaged and 16 said they have them for handicapped (12 agencies are included in both figures). However, when queried further, most agencies said they actually have no special provisions, but will hire a disadvantaged or handicapped person if he is qualified for the job.

A review of the literature revealed remarkably few reports on federally funded manpower-employment programs in public park and recreation agencies and only a limited number of relevant reports on federally funded manpower-training programs. It can probably be assumed that many park and recreation agencies are utilizing federal programs but have not written evaluations of them.

A study on the Public Employment Program by the National Urban Coalition showed that only 7.6 percent of all PEP participants were employed in park and recreation positions. This reflected the fact that program agents in the 26 cities surveyed ranked parks and recreation sixth in priority in relation to the nine categories of public service needs established by the Department of Labor.

The Bureau of Outdoor Recreation has published a description of the 1971 Recreation Support Program, which they administrated with Labor's Manpower Administration up until this summer. The report showed how the NYC and RSP programs were often linked: NYC enrollees acting as recreation aides, attendents, etc. for the recreation program. In addition, some cities recruited junior counselors from youths who had been identified as delinquency-prone teenagers with leadership potential.

Interviews in the case study cities showed that the park and recreation agencies desire more funds for long-term training programs. At present most of the hiring is done in the short-term summer programs. The agency administrators found the summer programs presented them with the ideal opportunity of viewing the disadvantaged youth on the job so they could see who the highly motivated, interested individuals were. However, no provisions were made to continue these promising workers on a longer term unless the agencies could fund the long-term program out of their own limited funds.

A major constraint in hiring disadvantaged workers in career-oriented positions was civil service entry-level requirements and examinations. These usually place the culturally and educationally disadvantaged in a poor competitive position.

An attempt to keep abreast of the current status of manpower programs revealed that the situation has become far too complex for the average park and recreation administrator to follow. The administration has announced its intent to administratively implement manpower revenue sharing. The details of the implementation are still being worked out. Congress, however, is considering several measures affecting manpower programs, one of which would prohibit the implementation of manpower revenue sharing or a similar system.

Only after the federal manpower programs reach some sort of stability can the park and recreation departments utilize them effectively. At present, the administrators often do not know which categorical programs will continue, if any, or if they will have to fight for manpower revenue sharing funds.

The case studies revealed that the only federal manpower program the park and recreation administrators were completely satisfied with was PEP. The departments felt the two programs in which the most disadvantaged were hired each year -- the NYC Summer Program and RSP -- could be greatly improved. The short notice the citie are given about the programs each summer makes planning difficult. In addition, the administrators agreed that they would rather have fewer participants for a longer term. In that way, they would have workers for the spring preparation and fall clean-up periods and be able to better train the participants.

Employers estimated that of a total of 18,008 full-time vacancies, approximately 30 percent (5,463) could be filled by disadvantaged persons, mainly in the nonprofessional occupational categories.

Smaller local public park and recreation agencies (serving under 50,000 population) hold the greatest potential for employing the disadvantaged person.

To summarize, it is maintained that park and recreation jobs hold a high potential for utilizing the disadvantaged. However, unfortunately, the park and recreation administrator is faced with the same problems encountered by other fields employing the disadvantaged; i.e., transportation, poor attitudes toward work, inadequate supervision, lack of equipment, and union problems. The situation has been more aggravated in parks and recreation due to inequalities in managing and developing staff in parks and recreation. Few departments have formal training programs, job study and restructuring studies are practically non-existent, and the seasonal nature of services creates massive infusions of poorly trained staff for the summer months.

How to Get the Disadvantaged Employed

More full-time positions need to be developed, particularly through job creation projects, similar to those developed during the WPA, to prepare for the nation's bicentennial celebration.

The decision-making system also needs to be examined. Too many of the summer jobs are politically influenced, and placements are often haphazard assignments, lacking proper assessment of the worker's performance capability and matching him with the appropriate job. Many of the following recommendations are designed to increase job opportunities for the disadvantaged.

RECOMMENDATIONS FOR FUTURE ACTION

Based on the findings from the various segments of this exploratory study, the research staff has formulated recommendations for future action. These recommendations are classified as general and specific, with recommendations for local park and recreation administrators, local manpower administrators and the Department of Labor. In addition several consultative meetings were held in conjunction with the grant and surfaced a separate set of recommendations directed at the conduct of needed research related to some phase of recruitment, selection, placement and retention of disadvantaged persons in the park and recreation field.

General Recommendations

Previous recommendations from studies by Hawkins and Verhoven of the general work force and personnel needed to provide recreation services for the aging were supported and reaffirmed by findings of this study.[45] Some of these recommendations apply generally to this study and are enumerated below:

1) There is a need to evaluate and improve existing recreation services.

   a. Public awareness of the needs and value of recreation and parks for the public in general and the disadvantaged specifically should be increased. Unless the general public, its elected offices and power structure, understands and supports recreation services, little substantial progress can be made. An intensive information campaign should be initiated to educate the public. Wide publicity in local and national publications is needed. In particular, the support of the National Advertising Council should be requested to develop this nationwide publicity effort.

   b. Recreation consultant personnel should be provided to cities, counties, and states. Practitioners working in agencies and organizations need assistance to meet the recreation needs and desires of their participants. New programming ideas and better ways of providing services as well as many other matters could be greatly enhanced by proper professional guidance.

---

[45] Hawkins and Verhoven, Manpower Supply/Demand, Op.Cit.

2) There is a need to meet quantitative manpower needs.

a. Existing job descriptions should be altered. Many positions in recreation which traditionally called for at least a baccalaureate-level training could be filled adequately by persons with considerably less education without any loss in quality performance.

Additionally, several other positions, in the judgment of many public park and recreation administrators, could be filled with persons trained on-the-job or through short-term post-high school level or associate-level college preparation.

States, counties and cities with legal certification or civil service, or voluntary registration plans for employees, and national organizations with registration criteria for park and recreation personnel should be encouraged to critically evaluate their existing employment standards and adjust these requirements where necessary.

b. Reduce the number of part-time jobs with full-time positions whenever feasible. From a supervisory viewpoint, the proliferation of part-time employment causes much wasted time in administering detailed tasks which could easily be performed by permanent employees on a routine basis. Since part-time personnel need the same level of training as full-time persons with similar tasks, the number of personnel required under present circumstances could be greatly reduced by hiring full-time personnel to replace several part-time employees.

c. A nationwide campaign should be launched to educate park and recreation agencies to the advantages of hiring full-time employees from the disadvantaged work force. Encouragement of full-time employment of the disadvantaged in park and recreation should be included, wherever possible, in federally supported programs for recreation and parks.

d. The productivity of the working force should be increased. By critical definition and distribution of work responsibilities of personnel, it is possible that more services could be provided effectively and efficiently by fewer staff members.

Incentives should be provided as an effective means of increasing productivity.

More consise job descriptions should be developed which reflect realistic tasks that a person with appropriate training and time should be expected to accomplish.

e. Simplified publications and instructional materials on job analysis, work study and measurement, in-service staff development, motivation and incentives to projection, and modern management theory should be developed and made available to recreation and park executives and personnel officers.

3) Extensive training programs should be developed for persons seeking employment on the entry and paraprofessional levels.

a. High school career education and post-high school short-term training programs should be developed. Funds and technical assistance should be sought to develop model curriculum guides and short-courses for workers in recreation and park programs. Such courses might be developed in a fashion similar to course content guides developed by the U.S. Office of Education's Division of Vocational and Technical Education. These guides could cover a variety of recreation and park occupations. An acceptable credential system should be developed in concert with career education programs on the high school, junior college, and university levels to provide acceptable academic occupational and college credit for training activities.

b. In-service training programs should be encouraged for agencies and organizations providing recreation and park services. Teaching resource kits which outline many types of in-service training programs should be made available. Where possible, consultation service should be provided to assist in developing these programs.

4) An intensive recruitment campaign should be undertaken to attract disadvantaged high school and beginning college students. High school is not early enough for today's youngster to begin thinking about a career goal. If interest and enthusiasm for recreation are developed early in his school years, the possibility of his entering the field is enhanced.

Recruitment literature such as brochures and booklets, slides and films, could be developed to describe the types of jobs, opportunities, and career advancement possibilities in recreation and parks.

Specific Recommendations

Local Park and Recreation Agencies:

5) Park and recreation administrators should cease being passive where federal manpower programs are concerned. Money will be available for manpower programs in the future, but it most probably will encompass both manpower revenue sharing and categorical programs. It is up to the employer to establish contact with his area manpower administrator and make an attempt to keep abreast of the manpower scene. The employer must know which categorical programs are still in effect and how his agency can qualify for the available funds. In relation to manpower revenue sharing, he must build a power base to ensure that he will receive his share of the funds. In addition the park and recreation field should be fighting for their share of general revenue sharing money. This may mean combining forces with other park and recreation agencies or related public service groups within the community.

6) Parks and recreation administrators must begin to formulate their own program needs. As revenue sharing becomes implemented on an increasingly larger scale, local park and recreation officials will have to be able to clearly state their needs so they can receive the funds they are entitled to.

7) Local administrators must gain a better understanding of who the disadvantaged are and how they can be utilized in the park and recreation field. Job opportunities within the department must be carefully studied to see if some of the qualifications for employment are overly difficult, and if the job could efficiently be performed by a disadvantaged person.

8) Park and recreation departments should emphasize experiential training for the disadvantaged rather than institutional training. This should take the form of more work experience and on-the-job training.

Local Manpower Administrators

9) Local manpower administrators must be made aware of the many career opportunities within the park and recreation field.

10) Cities should develop written policies concerning the hiring of the disadvantaged. This statement should recognize the particular needs of such groups as the unemployed, the underemployed, those not currently in the labor force, and special groups such as heads of families, welfare recipients, veterans and ex-offenders. (See policy statement for the District of Columbia, Appendix C.)

11) Priorities should be established for manpower projects based on people in greatest need. With limited funds available and an over-abundance of needs, the greatest amount of support should be directed at those at the poverty level or below. The "near poor" (just slightly above the poverty line) should be given priority for the remaining resources. In addition, first priority among the poor should be directed at heads of families, while second priority should be unrelated individuals. Third priority for manpower services should be secondary earners--persons within a family who are not considered the "head" of the family.

Special "target groups" should also be recommended for particular consideration for manpower services. These groups include veterans, adult welfare recipients, minority youth, older workers, ex-offenders, the handicapped and non-English speaking residents. These cannot be placed in priority order since the categories are often not mutually exclusive, and it would be difficult to "rate" the severity of need among them.

12) Local programs should be linked to one another to improve the delivery of manpower services. Each manpower candidate should be considered a candidate of the system rather than a candidate for a specific program. A small percentage of each program's slots should be reserved for candidates who receive service from other programs, but need additional services.

A greater consolidation of administrative services of the various programs should be enacted. In this way, better baseline data on supply and demand for jobs will be available.

The Department of Labor:

13) DOL should eliminate the present constraints to better coordination of programs. These include the following problems.

a. Differing funding sources and requirements.

b. The lack of flexibility between categorical programs.

c. Legislative and administrative requirements that various programs serve specific client groups with differing services required and differing objectives.

14) There should be closer coordination between DOL programs and those of other departments such as HEW's career education and vocational rehabilitation programs. A variety of manpower and related services must be provided if placement in jobs with career potential is to be achieved. In addition to occupational training, there is often a need for basic or remedial education to supplement the low educational level of the majority of the poverty population.

Other supportive services needed by some applicants include child care, transportation, medical, dental and legal aid. It must be recognized that many individuals with special problems, such as ex-addicts, ex-offenders, and the handicapped will require extended periods of service before they can be placed in permanent employment.

A service which should be built into all placement programs is follow-up. Retention in employment is every bit as important as initial placement. High placement rates which lead only to high turnover reflect no service to either applicants or employers.

15) The guidelines set down by the DOL should allow more local autonomy. Local manpower administrators are more aware of the specific needs of the community and should be given more freedom to use the funds as they see most productively. If categorical grant programs are continued, their requirements should not be as stringent.

Recommendations for Research

Several consultation meetings were held throughout the project period with enumerable individuals and groups. The following list is indicative of the full array of diversified agencies and organizations the project staff met with:

- President's Committee on Employment of the Handicapped
- Forest Haven and the District of Columbia Department of Human Resources
- Melwood Agricultural Training Center, Upper Marlboro, Maryland
- Parklands Payback Program and Transitional Services, Inc., Pittsburgh, Pennsylvania
- National Capital Region, National Park Service
- Washington, D.C. Public Schools
- U.S. Office of Education
- University of Kentucky Career Education for Recreation and Tourism Project
- Upjohn Institute for Employment Research
- National Education Association
- Mountain Plains Economic Development Agency
- National Tourism Resources Review Commission
- National Recreation and Park Association
- Bureau of Outdoor Recreation

One final Research Conference was held in April, 1973 involving representatives from many of the agencies and organizations previously listed.

Listed below are the specific researchable questions which were formulated as a result of findings of this study:

1) How can park and recreation jobs for the disadvantaged be described in terms of critical performance tasks, task clusters, training requirements, career lattices, upward mobility and similar data?

2) What attractiveness factors do some park and recreation jobs have, and to what extent can these factors be taken into consideration in the recruitment, training, and placement of disadvantaged persons? What does this mean with respect to career development for Spanish-speaking Americans, Indians, Blacks and other poor disadvantaged minorities?

3) What are the major shifts in federal manpower development and training policies this fiscal year and projected for the current administration? How well will public park and recreation departments fare under the new system created by manpower revenue sharing or new legislation?

4) How can manpower resources be coordinated effectively with park and recreation agencies at the local level?

5) What is the effect of transportation accessibility?

6) How should the term "disadvantaged" be reconceptualized to provide a useful focus related to providing careers for those who can benefit most from such training?

7) How can a local power base be developed to increase park and recreation's share of revenue sharing? How have some agencies reached such a stage of success? Are coalitions or consortiums feasible?

8) Should on-the-job training programs be extensively revised for the disadvantaged? Are slots simply being filled and labeled on-the-job training?

9) How are volunteers in park and recreation agencies affecting hiring the disadvantaged? To what extent are volunteers transfering to paid jobs in the field?

10) What are the parallels between the public and private sectors?

11) How can the handicapped be employed in park and recreation jobs, with particular reference to deinstitutionalizing mentally retarded, disadvantaged populations through training and placement in park and recreation careers?

12) How can the findings of manpower research and experimentation to date in this field be diffused through cost-effective procedures, ranging from press releases and targeted communications to leadership development training sessions?

STRATEGIES

This section deals with ways to effect innovative action with reference to the recommendations contained in this chapter. It is necessary that these strategy programs of research and development be initiated as a sequal to this exploratory study. The following research studies, in the judgment of the investigating team, would best contribute to overall strategy of improving employment of the disadvantaged at entry and mid-level positions.

1) A study of demand for public park, recreation, and leisure-related service in order to determine implications for career development for the disadvantaged should be undertaken. The Manpower Report of the President, March, 1973 (pp. 82) pointed to demand indices which should be considered in setting national policies which relate to our emerging future, particularly "...to the long term implications of possible changes in the life styles of the American people. If slower population growth implies a continued growth in material affluence, it also implies the opening of a greater range of options concerning work, leisure, job retraining and continuing education. The nature of the manpower policies which emerge during the remaining years of this century will necessarily depend upon the response developed to meet this new range of options."

   Using the national survey findings and other sources of statistical data, the career market for the period 1973-1978 should be assessed using market analysis and descriptive techniques.

   Sources of statistical information which should be utilized include: National Recreation and Park Association (manpower studies and 1970 Yearbook data on personnel and service trends in the recreation and park fields); NEA Research Division (environmental education study, teacher opinion studies, supply/demand studies); National Center for Education Statistics, U.S. Office of Education (school staffing survey, adult and vocational education studies, environmental education studies, health instructor study, school facilities study, curriculum offerings survey); Bureau of Census Reports (public employment study); National Planning Association (recreation manpower estimates); Battelle Memorial Institute (statistical projections; supply/demand forecasting model); Bureau of Labor Statistics, U.S. Employment Service, JOB Development Bank, Midwest Research Institute (leisure/recreation multi-client program); Manpower Report of the President, 1973 and 1974, Nationwide Outdoor Recreation Plan, Bureau of Outdoor Recreation, National Tourism Resources Review Commission, and other appropriate congressional, federal and private resources.

Career opportunities in all aspects of public service should also be identified, particularly if such jobs exist outside the agencies providing principal recreation and park services, using the following frame of reference as a guide:

- Public Education (all levels)

  a. Subject Matter and Curricula--physical education, music, dance, performing arts, health, and others.

  b. Environmental Education--outdoor education, conservation, environmental study areas, etc.

c. Avocational Counseling

d. Preschool Programs

e. Adult Education

f. Community Schools

g. Sports and Athletics

h. Extra Curricular Activities

i. Campus Recreation

j. Student Unions

k. Others

- Public Tax-Supported or Publicly Controlled Resources/Sources

a. Parks and Recreation

b. Natural Resource Management

c. Conservation

d. Environmental Health

e. Institutions for the Chronically Ill

f. Correctional Institutions

g. Armed Forces/Military Base Recreation

h. Libraries

i. Zoos and Aquariums

j. Museums

k. Others

2) A functional job analysis study of recreation and park occupations for the disadvantaged should also be instituted. Entry and paraprofessional park and recreation occupations can then be restructured to provide more opportunities for the disadvantaged. Methodologically this could be accomplished as follows:

a. Determine job requirements, career lattices and job restructuring needs for park and recreation occupations utilizing functional job analysis techniques in five case study cities.

b. Based on the results of functional job analyses, develop a model structure of park and recreation occupations for use by the park and recreation field and which could be utilized in identifying job opportunities for the disadvantaged and for developing appropriate manpower training programs for the disadvantaged.

c. Determine the feasibility of the model for application within the park and recreation field.

d. Describe employment opportunities for the disadvantaged in the park and recreation field based upon recommendations for job restructuring derived from the functional job analyses, the model occupational structure, other data not available in the previous exploratory study, and based on feedback from a national conference of experts and organizations in the park and recreation field.

e. Develop an approach to implementing the model on a demonstration basis in one or more cities.

The sample of workers to be observed should be a purposive sample drawn from the analysis of existing labor demand and the current emerging employment market for personnel in public park and recreation systems and for job opportunities in the public and private sector.

THE YEARS AHEAD: A PERIOD OF TRANSITION

The 1960's were a period of rapid legislative and administrative development in the manpower area. Two major pieces of legislature--Manpower Development and Training Act of 1962 with amendments and Economic Opportunity Act of 1964, with amendments--provided the authority for over half a dozen major programs and several dozen minor ones. Arguments over the relative merit or cost benefits of a particular program miss the basic point that these programs were developed as new programs. Rather than let our thinking be constrained entirely be categorical programmatic guidelines in developing a manpower policy, we should think of the programs of the 1960's as a single large research and development effort. From these, we should mold together a system which provides for each client all of those services which he needs to get, hold, and progress in a good job.

It must be noted that the planning and administration of manpower programs is in a period of transition. We are moving from a period of inflexible federally-contracted categorical programs to a period of flexible local block grants. At present, we are between both periods, and we must accept the constraints of the past while anticipating the flexibility of the future.

Based upon administrative statements and congressional action over the past several years, it is clearly the intent to give local elected officials authority to administer manpower funds in a flexible manner best suited to solve the manpower problems of the local areas. The details of this system are vague, but the outlines are unmistakable. Manpower programs will operate under numerous constraints in the next several years. First, there are inadequate resources available to deal with more than a small minority of those who need comprehensive manpower services. Second, local planners have no control over the major agencies which are in a position to deliver manpower services.

Manpower programs can fill a real need within the growing park and recreation field. The increased public demand for leisure activities will put great strains on the manpower in the field. If local administrators utilize federal programs more fully, the disadvantaged will be able to find rewarding employment in a field in which they are sorely needed.

APPENDIX A

Recreation Services and Recreation Resources

Occupational Groups

University of Kentucky

Career Education for Recreation and Tourism Project

Recreation Services Occupational Group

Entry Level	Sample Job Titles	General Description of Work	Basic Employment Requirements
I	Recreation Aide Junior Recreation Leader Playground Assistant Activity Aide Therapeutic Recreation Aide Program Aide	These jobs require a sincere interest in providing worthwhile community service. Some experience as a participant in organized activities is helpful. Specialized skills or interests are helpful but not required. Limited responsibility is given under close guidance by a qualified supervisor. Major emphasis is on on-the-job training for advancement to a more responsible position. Jobs may be seasonal, or part-time. Some are voluntary.	1. Fourteen to eighteen years of age and at least a freshman in high school. 2. A desire and willingness to work with people. 3. Sufficient maturity to accept direction and constructive criticism. 4. Understanding of how to help others.
II	Recreation Leader Playground Leader Activity Leader Camp Counselor Therapeutic Recreation Leader	Job responsibilities at this level include assisting with recreation programs, recreation-activity leadership, working directly with volunteers and participants, coordinating activities and experiences within a given setting and time period, and keeping basic activity reports. Work is performed under the supervision of a qualified program supervisor or director. Jobs may be seasonal, part-time or full-time. Some are voluntary.	1. A high school degree or its equivalent in training and experience. 2. An elementary knowledge of the organization and conduct of recreation activities. 3. An ability to stimulate interest and participation in recreation activities.

Recreation Resources Occupational Group

Entry Level	Sample Job Titles	General Description of Work	Basic Employment Requirements
I.	Building Attendant Yard Worker Landscape Worker Gardner Groundskeeper Concessions Worker	Jobs at this level usually provide for the maintenance and upkeep of natural areas and physical facilities and resources. They require little decision-making and mainly involve performance of physical and routine tasks. Jobs may be seasonal or part-time.	1. A minimum of sixteen years of age. 2. Physical ability to perform tasks required. 3. Ability to understand verbal and written directions and orders. 4. Interest in working out of doors.
II.	Park Caretaker Park Ranger Nurseryman Equipment Operator Range Guard Assistant Naturalist Equipment Manager	Jobs at this level involve protecting areas and facilities, checking for problems and hazards, and performing various tasks in parks, forests, campgrounds, etc. Some decision-making is required. Jobs may be seasonal, part-time, or full-time.	1. High school diploma or its equivalent in experience within the work setting. 2. Ability to learn rules and regulations and to follow and enforce them when necessary. 3. Ability to perform specific tasks required. 4. Ability to write basic reports and do routine paper work. 5. Willingness to accept supervision and directions.

Recreation Services Occupational Group

Entry Level	Sample Job Titles	General Description of Work	Basic Employment Requirements
III.	Recreation Supervisor District Supervisor Senior Recreation Leader Activity Instructor Recreation Therapist	Job performance includes responsibility for the planning and setting of program objectives. Activity instruction is a key leadership responsibility. Performance of more abstract functions including long-range planning, reporting, and program evaluation are required. The jobs involve public relations and basic responsibilities for leadership development and supervision of those functioning at Levels I and II.	1. Completion of a two-year, post-secondary program or its equivalent in training and experience. 2. Ability to lead and supervise other employees. 3. A thorough knowledge of the organization and administration of a wide variety of recreation activities. 4. Ability for written and oral communication with others.
IV.	Director of Recreation Center Director Superintendent of Recreation Program Director Chief of Recreation Services General Manager	Primary functions lie in the areas of coordination, supervision, planning and evaluation, and reporting. Coordination and supervision involve the integrating of agency resources, both physical and human, with the resources of other agencies and the community at large. Supervision and planning duties include staff development, program development and goal setting, facility planning and maintenance. The functions of interpretation and reporting are critical. The difference between the functions of supervision and administration are of degree rather than substance.	1. Graduation from a four-year professional preparation program plus experience at lower levels of responsibility. The amount of experience required varies according to the amount of responsibility and the size of the agency. 2. Decision-making ability. 3. Public-speaking and writing ability. 4. Ability to synthesize ideas and information. 5. Ability to coordinate work and people.

Recreation Resources Occupational Group

Entry Level	Sample Job Titles	General Description of Work	Basic Employment Requirements
III.	Park Foreman Security Chief Fish and Game Warden Forest Supervisor Building and Grounds Supervisor Concessions Manager	Jobs at this level include scheduling, decision-making, and supervision of a unit or complex. Some paperwork, evaluation, and consultation is involved. Functions at this level focus on the coordination of work and people to accomplish specific objectives.	1. Completion of a two-year, post secondary program or its equivalent in experience performing the actual tasks and training in the special areas of responsibility. 2. Ability to plan ahead and distribute tasks to others. 3. A thorough knowledge of the tasks at hand. 4. Ability for written and oral communication with others.
IV.	Director of Parks Park Naturalist Landscape Foreman Landscape Architect Conservation Officer Forester	Jobs at this level involve either overall administration of areas and facilities or the performance of highly specialized functions such as landscape design, horticulture, plant and animal ecology, etc. Abstract functions of planning, reporting, and evaluating are included along with scheduling, budgeting, and public relations needed for the efficient operation of the resource system.	1. Completion of a four-year professional preparation program plus experience and knowledge of the different functioning units within the area of responsibility. 2. Decision-making ability. 3. Public-speaking and writing ability. 4. Ability to synthesize ideas and information. 5. Ability to coordinate work and people.

Tourism Occupational Group

Entry Level	Sample Job Titles	General Description of Work	Basic Employment Requirements
I.	Hostess Ticket Taker Usher Bellhop Tour Guide Aide Travel Clerk Aide Waiter	Jobs at this level involve the performance of routine tasks and much face-to-face contact with people. Certain basic skills are necessary depending on the specific function. Little decision-making is involved.	1. Sixteen years of age and some high school education. 2. Ability to settle into a routine. 3. Ability to deal pleasantly with others. 4. Honesty in dealings with others' personal property. 5. Physical ability to perform required tasks. 6. Desire to work with people.
II.	Tour Guide Visitor Guide Travel Clerk Desk Clerk Facility Attendant Information Clerk	These jobs require the coordination of predetermined schedules, rules and information in order to serve the individual needs of clients. Face-to-face contact with others is required and some responsibility for checking out complaints and following through on details.	1. High school education or equivalent in training and experience. 2. Ability to deal pleasantly with others. 3. Ability to coordinate information, schedules, and rules. 4. Ability to verbally communicate with others and use some written communication. 5. Knowledge and skills in the areas of specific responsibility.

APPENDIX B

Sample Job Descriptions

for

Recreation Leader

and

Recreation Aide

RECREATION LEADER I

GENERAL DEFINITION

This is recreation work supervising a recreation program at a small recreation facility or directing major area activities at a large recreation facility. Responsibility for publicizing and promoting ac eptance of recreation activities is significant. Duties require scheduled evening and weekend work.

Work is performed under the supervision of a higher level recreation supervisor. Assignments require evaluative thinking and are carried out in accordance with standard recreation practices and general work instructions. The employee participates with other recreation personnel in providing recreation services. Athletic activities may include some chance of injury and require moderate physical effort.

TYPICAL EXAMPLES OF WORK (ILLUSTRATIVE ONLY)

At a Small Recreation Facility

Plans and organizes a schedule of activities to meet the needs of a variety of age groups within the community; participates in leading a small staff of recreation assistants in such activities as basketball, softball, track and field, soccer, arts and crafts, hobbies, quiet games and special events.

Assigns tasks to custodial personnel; requisitions recreation and custodial materials, supplies and equipment; keeps time records, recommends necessary maintenance and repair work; and is responsible for the issuance, return and storage of playground equipment.

At a Large Recreation Facility or in a Departmental Recreation Program

Plans and organizes teams and leagues for such activities as basketball, softball, volleyball, track and field and soccer; issues equipment; officiates at athletic contests; teaches such activities as arts and crafts, drama, dance, gymnastics and tumbling; supervises low organized games and play activities such as dodgeball, quoits, marbles, checkers and table tennis; participates in planning and supervising special events.

In All Aspects of the Work

Attends staff and professional meetings with other personnel of the department; serves on committees for city-wide recreational events; interprets the purpose and policies of the City's recreational program to citizen groups and adult participants.

Performs related work as required.

REQUIRED KNOWLEDGES, SKILLS AND ABILITIES

Knowledge of the philosophy and objectives of organized recreation.

Knowledge of group work and group leadership as applied to a large and varied recreational program.

Knowledge of the principles, techniques, methods and equipment used in a large and varied recreational program.

Knowledge of high and low organized games, music, arts and crafts, dramatics, gymnastics, day camping and social recreation.

Some knowledge of the principles and practices of first aid.

Ability to plan, organize, and direct a recreational program upon completion of a training course in departmental objectives and basic elements and skills of professional recreational work.

Ability to organize, teach, and lead people of any age group in a variety of recreational activities after completion of a departmental training course.

Ability to exercise tact and judgment in maintaing good sportsmanship of participants in recreational activities.

Ability to establish and maintain effective working relationships with associates and the community and to effectively interpret the objectives of the recreation program to participants and citizen groups.

Ability to learn and apply within a reasonable period of time departmental rules and regulations and pertinent recreational techniques and methods.

MINIMUM ACCEPTABLE TRAINING AND EXPERIENCE

(The following statement represents the minimum training and experience standards which will be used to admit or reject applicants for tests. Applications submitted by candidates for this class will be reviewed based on training and experience requirements as approved on 1/68.)

Completion of a bachelor's degree program at an accredited college or university in the field or recreation, physical education or education, or completion of a four year course at an accredited school of art, music, dancing, or drama.

Acceptable training and/or recreation work may be substituted for up to two years of the general or special course requirements.

PHYSICAL AND MEDICAL STANDARDS

Ability to meet approved minimal physical and medical standards.

RECREATION AIDE

GENERAL DEFINITION

This is recreation work teaching classes in an athletic or cultural skill. Stimulating interest in recreation skills among participants is significant to the position.

Work is performed under the supervision of a higher level recreation leader. Assignments are stable in nature and are carried out in accordance with standard recreation practices and general work instructions. The employee provides recreation services for participants in the human renewal program. Athletic activities require light physical effort.

TYPICAL EXAMPLES OF WORK (ILLUSTRATIVE ONLY)

Instructs and leads groups engaged in recreation skills such as sports, games, music, dramatics, dancing and arts and crafts.

Organizes groups into team play, initiates participation in activities and maintains discipline.

Performs related work as required.

REQUIRED KNOWLEDGES, SKILLS AND ABILITIES

Knowledge of and ability to participate in one of the following activities: sports, games, music, dramatics, dancing and arts and crafts.

Ability to organize, instruct and stimulate groups of people in the recreation skill to which assigned.

Ability to understand and follow oral and written instructions.

Ability to establish and maintain effective working relationships with participants, associates and community members.

MINIMUM ACCEPTABLE TRAINING AND EXPERIENCE

(The following statement represents the minimum training and experience standards which will be used to admit or reject applicants for tests.)

Completion of the twelfth school grade.

Six months of fifteen hours per week or more voluntary recreation activity experience.

Additional voluntary experience may be substituted for up to two years of the training requirements.

Or any equivalent combination of acceptable experience.

PHYSICAL AND MEDICAL STANDARDS

Ability to meet approved minimal physical and medical standards.

APPENDIX C

Manpower Policy Statement

for the

District of Columbia

MANPOWER POLICY FOR THE DISTRICT OF COLUMBIA

Programs providing manpower and employment services to residents of the District and the surrounding metropolitan area, where applicable and feasible, will be planned for and operated in order to:

1. Reduce both unemployment and underemployment, thus increasing earned income and job satisfaction through:

   - increasing emphasis on effective job placement and follow-up;
   - maintaining training and work experience programs necessary to combat structural unemployment and underemployment;
   - supporting job creation in the public sector;
   - promoting upward mobility on the job, especially through upgrading the jobs of workers earning less than a minimum standard of living;
   - assuring the maximum use of District residents for employment throughout the metropolitan area.

2. Facilitate the entrance into and retention in the labor force of persons involuntarily excluded or discouraged through:

   - promoting the provision of supportive services necessary to assist those entering the labor force, such as child care, transportation, income maintenance, health, legal services, and personal counseling;
   - supporting the enforcement of equal employment opportunity, with emphasis on the removal of employment barriers facing minorities, women, older workers, and handicapped persons.

3. Concentrate manpower resources on the needs of certain groups such as:

   - heads of families in poverty;
   - public assistance recipients seeking employment;
   - veterans, especially Viet Nam era;
   - youth of low income, minority families;
   - other groups facing special problems (older workers, non-English-speaking, handicapped, ex-offenders).

4. Direct the employment, training, and other manpower programs so as to support the economic development needs of the city and the manpower needs of local employers.

5. Promote the capability of the educational system to prepare the population to meet the skill requirements of the metropolitan area labor market.

6. Promote occupational health and safety standards sufficient to achieve and maintain adequate working conditions.

7. Improve the temporary income maintenance programs for unemployed members of the work force.

8. Extend coverage of the District Minimum Wage Law to include household workers and other low-paid occupations presently excluded.

APPENDIX D

Selected Bibliography

SELECTED BIBLIOGRAPHY

Backer, Thomas E. Methods of Assessing the Disadvantaged in Manpower Programs: A Review and Analysis. U.S. Department of Labor Research and Development Findings No. 14, 1973.

This paper reviews a number of recently developed assessment techniques for use with disadvantaged persons in manpower programs. These assessment tools represent attempts to overcome some of the generally acknowledged shortcomings of standard paper-and-pencil tests for assessing individuals whose reading skills, test wiseness, and mainstream cultural experience are limited.

Bailey, Larry J. A Curriculum Model for Facilitating Career Development. Career Development for Children Project. Technical and Industrial Education. Southern Illinois University at Carbondale.

Elementary age youth need the opportunity to explore the wide range of educational and career opportunities so that they may be prepared to enter the world of work in a self-fulfilling job. This publication presents a curriculum model which divides a child's elementary school years into a series of stages that he may progress through in career development: Awareness, Accomodation, and Exploration.

Care Power. Published by: American Association for Health, Physical Education, and Recreation. 1201 Sixteenth Street N.W., Washington, D.C. 20036.

Care Power is an exciting approach to recruiting manpower for social service work. Personal comments of youth who have worked in youth service positions are included, as well as a general discussion of what youth services are. A list of related organizations is provided. Caring about people is emphasized throughout the publication.

Career Opportunities -- Community Service and Related Specialists. Illinois: J. G. Ferguson, 1970, pp. 206-217, 239-284.

This volume provides an all inclusive description of jobs available on the community level in the field of recreation. A comprehensive picture of recreation on this level is presented. This publication will facilitate a student in deciding whether this is an area of interest in his search for a career. Personal qualities, educational requirements, entry level jobs, advancement opportunities and earnings and benefits are all included. An appendix lists all the colleges and universities which have curricula in this field.

Career Opportunities -- Ecology, Conservation, and Environmental Control. Illinois: J. G. Ferguson Publishing Co., 1971, pp. 82-147.

This volume provides an all inclusive description of jobs in the recreation field concerned with the environment. A variety of information is presented that will facilitate a student in choosing a job that most fits his qualifications and interests. Personal qualities, educational requirements, how to get the job, entry level jobs, advancement possibilities, as well as listings of jobs are included to present an overall picture of the career area.

Cleland, Charles C.; Swartz, Jon D. "Deprivation, Reinforcement and Peer Support as Work Motivators: A Paradigm for Habilitation of Older Retardates." Community Mental Health Journal, 4 (2), 1968, pp. 120-128.

A chronically institutionalized, high-grade retardate group traditionally characterized as possessing poor habilitation prognosis was reappraised and good prognostic indices were isolated and described. From this appraisal the principles of deprivation, reinforcement, and peer support were invoked to develop a habilitation paradigm for this selected high-risk group. Although specifically tailored to retardates, the model may have generalization potential for other handicapped groups. Through this research and placement approach, it appears possible to assess more validly the circumstances that enhance or undermine retardates' motivation to work. (36 ref.)

Community College Programs for Public Service Occupations. Institute for Local Self Government, Hotel Claremont Building, Berkeley, California, pp. 76-90.

This publication presents workable guidelines for curriculum construction and job specification on which to build each model. A Recreation Subprofessional career ladder, including Recreation Director, Senior Recreation Leader, and Recreation Trainee is established. Each position on the ladder is thoroughly discussed in terms of tasks, skills, and education.

Community Council of Greater New York and the New York Foundation. Urban Parks: Challenge of the 1970's. New York, Community Council of Greater New York. 1972.

Report of a national questionnaire survey of municipal recreation and park departments in cities of 150,000 population or more and a field investigation of departments in eight large cities: Atlanta, Boston, Chicago, Detroit, Los Angeles, Philadelphia, San Francisco and Washington, D.C. Findings and recommendations are discussed under ten major topics: The budgetary crisis and its effects, changes in program emphasis; facilities development; ecology and environmental concerns; vandalism and crime in parks and playgrounds; trend toward local control and decentralization; new uses of recreation personnel; coordination of recreation agencies; administrative and planning trends; changing role in parks and recreation departments.

Design Manual for Social Skills Training. Omaha, Nebraska, Northern Systems Co., A subsidiary of Northern Gas Company, September, 1968.

A series of social skill seminar scripts designed to create a learning dilemma for disadvantaged job trainees. Trainee behavioral goals are emphasized in the manual utilizing a program and process lattice to depict goals and activities required in order to achieve goals.

Dunn, Diana, Open Space and Recreation in America's Inner Cities, (unpublished draft) (Washington: National Recreation and Park Association) Department of Housing and Urban Development Contract No. H-2368, 1973.

In 1970 the National Recreation and Park Association began a three-year investigation of the recreational resources in American inner cities. The study provides comprehensive data on 25 American cities and their open space and recreation facilities.

Halpern, Werner I. "The Community Mental Health Aide." Mental Hygiene, 53 (1), 1969, p. 78-83.

Describes the use of nonprofessional community mental health aides in a child guidance clinic in a comprehensive community mental health center. A local mental health center recruited 2 people from poverty areas to its outpatient staff in an outreach program for a predominantly nonwhite, disadvantaged population in an inner city. Excerpts from case notes recorded by aides illustrated the parameters of their role.

Hansen, Carl E. "The Work Crew Approach to Job Placement for the Severely Retarded." Journal of Rehabilitation, 35 (3), 1969, pp. 26-27.

Describes a work training program at Laural Ruff Center (Sacremento, California) in which one teacher supervises a group of six boys working as a clean up crew in a large state recreational area. Discusses advantages of work crew concept and potentials for employment in city, county, state and federal parks and recreation areas.

Harrison, Don K. "Role Modeling with the Disadvantaged." CAPS Capsule, 4 (2) Winter, 1971, pp. 10-13.

Describes the usefulness of role playing, role modeling and sociodrama techniques in communicating desired behaviors to counselors and determining counseling outcomes.

Hawkins, Donald E., and Verhoven, Peter J. Supply/Demand Study: Professional and Associate Professional Recreation and Park Positions. (Washington: National Recreation and Park Association), Department of Health, Education and Welfare Grant No. AA-5-68-029-01, 1968.

This study deals with the current manpower picture and recognizable supply and demand trends in the field of recreation in relation to older citizens. It includes data on the overall manpower status in the field.

Hjelte, George and Shivers, Jay S. Public Administration of Recreation Service. (Philadelphia: Lea and Febiger) 1972.

This book is intended primarily as a text for use in universities offering professional courses for the preparation of recreational service personnel at the administration level. It deals with administrative techniques and practices pertaining to public administration of recreation services.

Educating Tomorrow's Leaders in Parks, Recreation and Conservation. (Washington: National Recreation and Park Association) 1968.

This is a synopsis of discussions from a national forum on Preparing Tomorrow's Leaders in Parks, Recreation and Conservation, held April 19-20, 1968. It focuses attention on matters of leadership training and development; pinpoints areas and levels of responsibility; and presents recommendations and suggestions for implementation that can assure adequate qualified leaders for the park and recreation systems of the future.

Exploring Your Future in Recreation, Parks and Youth Services. Wisconsin: ALP Publications, Inc., 1964. Chief Editor: Edward C. Wilkinson.

Job descriptions for careers in Parks, Recreation, Youth Services, and Sports are presented in this publication. In addition, requirements for entering the job, promotional outlook, pay and skill level, and a job profile are provided.

Fanning, Odom. Opportunities in Environmental Careers. New York: Universal Publishing and Distributing Corporation, 1971, pp. 164-169.

A brief description of specialized training, earnings and working conditions, employment opportunities is provided.

Glickman and Brown, Changing Schedules of Work, (Washington: American Institutes for Research), U.S. Department of Labor Grant No. 81-11-72-11, 1973.

This report deals with the changing patterns of work and free time that have begun to assume the status of a new technology. It involves the sociological and psychological adjustments which the post-industrial era will require.

Gordon, Jesse; Bertcher, Harvey; and others. Role Modeling, Role Playing: A Manual for Vocational Development and Employment Agencies. Ann Arbor, Michigan: Manpower Science Services, Inc. 1970. (Available from U.S. Department of Labor, Manpower Administration, Division of Utilization, Washington, D.C. - Free.)

A manual for practitioners, vocational workers and counselors that furnishes principles, practical applications, and literature support presented simultaneously in the format. The manual is divided into six major sections: Introduction, Drawing Attention to the Model's Performance, Role Playing, Reward, Characteristics of Good Models, Putting the Manual to Work.

Kraus, Richard. Recreation and Leisure in Modern Society. New York: Meredith Corporation, 1971.

This book provides information encompassing the entire field of recreation and leisure. Its current scope, organizational practices and problems are discussed thoroughly. Recreation and leisure are presented in such a way as to provide a basic understanding of how they are becoming an important aspect of our society.

McCall, Virginia and Joseph R. Your Career in Parks and Recreation. New York: Julian Messner, 1970.

Outdoor recreation in cities, counties and states is the primary emphasis in this book. As it was impossible to discuss all state parks, four were chosen to represent the four regions of the country: Florida, New York, Michigan and California.

Mann, Lester; Wright, Thomas S.; Hilsendager, Donald R. "A Pilot Training Program to Develop Physical Recreation Leaders for Work with Emotionally Disturbed Children." Community Mental Health Journal, 3 (2) 1967, pp. 159-162.

Preliminary findings of the pilot training program are reviewed and discussed. An 80-day, year round program exposes the trainees to various experimental opportunities in day-camping and community recreation settings. A 6-credit curriculum is provided by Temple University. Students receive intensive mental health guidance, supervision, and training in individual and group counseling.

Mann, Lester; and Nayowith, Martin. "Their Hands are Made for Helping: Recreation Aide and Associate Program at Buttonwood Farms." Challenge, 5 (4) pp. 8-9, 1970.

Moderately and severely retarded adolescents and adults are being trained to work in recreation and rehabilitation programs for MRs. This recreation aide and associate program intensively trains MRs for 8 weeks during the summer in tasks commensurate with their abilities, from simple ground maintenance to programming and guiding training activities. Many jobs await these MR trainees in rest homes, mental institutions and similar facilities. The program engenders self-sufficiency in the MR and helps alleviate the labor shortage in service professions.

Mendelsohn, Harold and Others. Operation Gap-Stop: Application of Communications Techniques in Reaching the Unreachable Poor. (Denver: Denver University). Department of Health, Education and Welfare Grant OEG-4-6-061231-2072, 1968.

This report presents a pioneering effort in the use of television in bringing to a particular sub-population, the disadvantaged, the particular kinds of information which could dispel ignorance in certain key informational areas.

Nash, Jay B. Opportunities in Recreation and Outdoor Education. New York: Universal Publishing and Distributing Corporation, 1963.

An overall picture of the field of recreation is provided. Very general information is presented to introduce the reader with this career field. Such topics as the history of recreation, the growing need for leisure activities and general areas where opportunities for recreation jobs may be found are discussed.

Orr, Kathleen V.; and Snyder, Harvey J. Project Work-Out: An Experimental Approach in Training the Mildly Retarded as Institutional Attendants. Ayers, George E., ed. Innovations in Vocational Rehabilitation and Mental Retardation. (Proceedings of the Vocational Rehabilitation Subdivision Meetings, American Association on Mental Deficiency Conference, San Francisco, California, May 1969.) Washington, D.C., American Association on Mental Deficiency, 1969.

Project workout was designed to train 75 community-based EMRs for employment at the Woodbridge State School. Trainees received 8 months of instruction in housekeeping and resident care. A total of 80 skills, developmentally outlined, needed to be mastered before trainees could be employed as institutional attendants, custodians, or nurse's aides. Thirty graduates are now employed in the position of Institutional Attendant with starting salary of $4,500.

Pelusi, Robert G. "How Parks Build Men." The American City, June 1969.

This article describes a program in which formerly considered unemployable men from welfare rolls and Office of Economic Opportunity programs are trained and employed by the Napa, California Park Department as tractor operators, gardners, nursery workers, construction workers, and for other skilled and semi-skilled jobs.

Pomeroy, Janet. Recreation for the Physically Handicapped. New York: The MacMillan Company, 1967, pp. 51-60.

Qualified leadership is important to the success of any program, but is particularly important in programs for the handicapped. The special qualities that leaders should possess as well as a general description of training, education and types of positions available in recreation work with the handicapped may be found in this book.

Recreation Program Leadership. U.S. Department of Health, Education and Welfare. Washington, D.C.: U.S. Government Printing Office, 1969. No. FS 5.287:87042.

This curriculum guide provides course outlines, facility layouts, equipment lists, textbooks, and reference lists for a suggested two year program to train recreation program leaders.

The National Urban Coalition. The Public Employment Program: An Evaluation. Washington, D.C., The National Urban Coalition, 1972.

Final report of an analysis and evaluation of PEP programs in 22 metropolitan areas and counties. The report discusses findings in relation to an analysis of EEA legislation, Rules, Regulations and Guidelines issued by the Labor Department, and Analysis of Agent Information Systems (AIS) data accumulated by the Labor Department through February 29, 1972. A number of recommendations are made regarding possible solutions to major problems identified.

U.S. Department of Health, Education and Welfare/Office of Education. The Roving Recreation Leader Training Guide. An Inservice Training Source for Inner-City Youth Services Personnel. Washington, D.C.: U.S. Government Printing Office. Catalog No. HE 5.287: 87055. 1971 (Price, 50 cents).

This guide provides a nine-unit training program to be conducted over a 160-hour time period. The introduction to the guide states that "As the Roving Leader concept expands, . . .it is essential that an effective and coordinated program be developed to train qualified leaders, which includes indigenous leaders from the economically, socially, and educationally deprived communities."

U.S. Department of Labor. Manpower Research and Development Projects (1972 edition). Watts Labor Community Action Committee. "Community Elite Corps." (Contracts 42-9-004-05 and 42-0-002-05.) Washington, D.C., The U.S. Department of Labor, pp. 10-11.

Describes an ongoing project "designed to help build a comprehensive youth development and work experience program run by a local community organization and help to develop a model NYC program for in-school youth focused on self and community pride and development."

The program described includes provision of community service work experiences for 16-18 year-old young men such as building recreation facilities, providing assistance to senior citizens, leading and supervising younger youth and maintaining community facilities.

U.S. Department of Labor. Manpower Research and Development Projects (1972 edition.) California State Personnel Board. "Proposal for Public Service Career Programs and Concurrent Experimental and Demonstration Project." (Contract 82-05-70-28). Washington, D.C., U.S. Department of Labor, pp. 20-21.

Describes an ongoing project which is exploring the "feasibility of modifying statewide personnel management practices and employment systems of the California State Government as a means of creating new occupational patterns, organizational structures, and personnel processes required to enhance entry-level employment and job progression opportunities for disadvantaged worker groups in California's State Government." The project is integrated with a Public Careers program which is "systematically recording and documenting its operations and delineating the methodologies and strategies used in developing each career ladder in each departmental setting."

U.S. Department of Labor. Occupational Outlook Handbook. 1972-73 Edition. Washington, D.C.: U.S. Government Printing Office, 1972.

This edition describes over 800 occupations, including in the description nature of work, places of employment, training and other qualifications, pay and employment outlook in the seventies.

U.S. Department of Labor, Manpower Administration. Job Development for the Hard-to-Employ. MDTA Experimental and Demonstration Findings No. 4.

This report is an attempt to specify, clarify, and evaluate forms of job development that would serve the needs of Concentrated Employment Program (CEP's) in bridging the gap between hard-core unemployment and work opportunities in the labor market. The report has a two-fold focus: (1) it attempts to discuss job development within the context of CEP activities, goals, and problems; and (2) it treats job development as an emerging series of activities and strategies in the job market. Specifically, the document is intended as a teaching device both for administrators and line personnel in CEP's but, in a broader sense, it is also designed as a series of guidelines for all personnel engaged in job development work.

U.S. Department of Labor, Manpower Administration. Career Mobility for Paraprofessionals in Human Service Agencies. National Committee on Employment of Youth, December 1969, New York.

This study of the roads and roadblocks to career mobility for paraprofessionals working in human service agencies was conducted under a grant from the Manpower Administration of the U.S. Department of Labor. The manual is in three parts: The Study, The Findings, Where do They go From Here?

U.S. Department of Labor. Manpower Administration 1970. New Careers for the Disadvantaged in Human Service.

This report describes an experimental New Careers program conducted by the Howard University Institute for Youth Studies (IYS) during the period from 1965 to 1967. The trainees were recruited from the urban ghetto area of Washington, D.C. They were unemployed, out of school, and/or otherwise "hard core" or multi-problem individuals from a population which has, in other programs, presented major problems in motivation, training, job development, continuity and stability of employment.

U.S. Office of Education, Bureau of Education for the Handicapped. Selected Career Education Programs for the Handicapped. Washington, D.C., Bureau of Education for the Handicapped. 1972.

A listing and description of various types of career education programs for the handicapped conducted in 39 states and Puerto Rico.

White, Leslie R. New Careers in Local Government. Institute for Local Self Government. Berkeley, California. 1969. Report for Contract No. G7 8924 05, 1969.

This publication is subtitled "A Design for Action to Improve Local Government New Careers Opportunities." It includes a description of a Subprofessional Recreation Career Ladder, description of duties and tasks, knowledges and skills and content for a training program. This material was developed by Task Force groups meeting in several areas of the state and attended by municipal recreation directors and educators.

ERIC DOCUMENTS

The following annotations were retrieved from the ERIC Index.

Anderson, Del. A Guide for the Development and Installation of Occupational Training Programs and Services for Disadvantaged and Handicapped Persons. ED 048 481. Published 1970.

This report describes the procedures necessary to develop a vocational education program to prepare the physically handicapped and culturally disadvantaged for entry level jobs and responsible citizenship. In addition to describing administration and organization, the report discusses special qualifications required for faculty, curriculum and facilities.

Austin, John J. and Sommer field, Donald A. An Evaluation of Vocational Education for Disadvantaged Youth. ED 016 097. Published 1967.

Objectives of the study were to assess the overall effect of vocational and basic education on disadvantaged youth and to identify the patterns of change taking place in different categories of disadvantaged trainees. The appendix includes (1) a description of measuring procedures and instruments (2) course outlines from the training center, and (3) tables of raw data.

Bailey, Larry J. Ed. Facilitating Career Development: An Annotated Bibliography. ED 042217.

This annotated bibliography presents abstracts of publications which focus on finding new directions for implementing career practices within the classroom. It is limited to programs, practices and techniques which are operational or have demonstrated potential for enhancing the process of career development.

Berryman, Doris L. Development of Educational Programs for New Careers in Recreation Services for the Disabled. Final Report. Published 1971. ED 049 387.

Paraprofessional recreation personnel in hospitals, extended care centers, homes for the aged and recreation departments were surveyed to define their roles and functions. Visits to 28 job analysis sites helped to identify a total of 79 job tasks and functions. A working model for a career latice in recreation and suggested content for a training program were some of the results of a 2 day conference.

Careers in Parks and Recreation. ED 042 543. Published 1970.

Salaries, advancement opportunities and types of careers are discussed. It is noted that recreation and park administration curricula at most colleges and universities combine broad liberal educations with professional and technical studies essential for careers in specific areas of recreation. Examples of program options and specific courses are given along with suggested high school preparation.

Love, Don. Vocational Education for the Disadvantaged. A New Dimension. ED 052 348. Published 1970.

This report is meant to be a tool for the recognition and resolution of a major concern at Los Angeles City College -- vocational education programs for the disadvantaged. It is intended to help the college develop programs in which the disadvantaged can successfully function and from which he can enter the world of work as a competent and skilled individual.

Mathieson, Moira B., Comp. Tatis, Rita, M., Comp. Understanding Disadvantaged Youth: Their Problems and Potentials. An Annotated Bibliography. ED 044 380. Published 1970.

Designed as resource guide for teachers and teacher educators, this annotated bibliography contains 102 citations, most of them dated between 1968 and 1970. There are five sections (1) Characteristics and Problems of the Disadvantaged; (2) Attitudes Toward the Disadvantaged; (3) Methods of Teaching the Disadvantaged; (4) General and Vocational Education for the Disadvantaged; and (5) Programs for Teachers and Teacher Educators.

Pinkerton, James R. Pinkerton, Marjorie J. Outdoor Recreation and Leisure. A Reference Guide and Selected Bibliography. Published 1969. ED 041 664. Available from: Research Center, School of Business and Public Administration, University of Missouri, Columbia, Missouri.

This reference guide and selected bibliography covers over 1,000 books, articles, government documents, theses, serial publications and conference reports. It is partially annotated, includes cross references, and has author and title indices.

A Program for Outdoor Recreation Research. ED 043 420. Published 1969.

Among the specific topics discussed are research objectives and priorities; appraisal of current research efforts; scope of needed research problems; planning, coordination and administrative systems; access systems research; information sources; and educational training.

Van der Smissen, Betty. Comp. Bibliography of Theses and Dissertations in Recreation, Parks, Camping and Outdoor Education. Available from: National Recreation and Park Association, 1601 North Kent Street, Arlington, Va. 22209.

The bibliography provides 3821 annotated citations of theses and dissertations in the areas of recreation, parks, camping and outdoor education.

The following annotations were taken from The Abstracts of Instructional and Research Materials in Vocational and Technical Education.

Annis, William H.; Floyd, Richard G., Jr. An Interstate Investigation of Employment Opportunities and Educational Requirements for Jobs in Outdoor Recreation and Conservation Enterprises. VT 011 381. Published 1969.

To develop an instrument which would yield the educational needs of those desiring entry-level employment in organized recreation and supportive enterprises and to determine employment opportunities, data were collected through personal interviews with 59 employers in nine outdoor recreation enterprises and 50 employers in six supportive enterprises. An instrument was developed and the findings are reported.

Bice, Garry R.; Dunsmore, George M. Forestry, Conservation and Outdoor Recreation. Guidelines for Developing Programs in Vocational Agricultural Education in Vermont. VT 005 265. Published 1967.

Developed for use in planning a course for high school students in area vocational schools, guidelines are included for curriculum planning in forestry, conservation, wildlife management, outdoor recreation, soil and water management, and the agricultural mechanics related to these fields.

Burns, Van H. A Training Program for Vocational Agriculture in Wildlife and Recreation. VT 000 282.

Prepared in a 6-week curriculum workshop to develop training programs for off-farm agricultural occupations, this curriculum guide is for use in planning and implementing 11th and 12th grade training programs in wildlife and recreation.

Vocational Education in Life Science, Recreation and Agriculture; Course Options and Suggested Courses of Study for New Hampshire Schools. VT 003 831. Published 1967.

Developed by teacher educators in cooperation with state supervisors of agricultural education, this curriculum guide is for use by teachers, teacher educators, guidance departments, and school administrators.

APPENDIX E

Survey Questionnaire

for

Nationwide Survey on Local Public
Park and Recreation Involvement
in the Employment of the
Disadvantaged

A SURVEY OF LOCAL PUBLIC PARK AND RECREATION AGENCY INVOLVEMENT IN THE EMPLOYMENT OF THE DISADVANTAGED: CONDUCTED BY THE AMERICAN ASSOCIATION FOR HEALTH, PHYSICAL EDUCATION, AND RECREATION IN COOPERATION WITH THE NATIONAL RECREATION AND PARK ASSOCIATION

Instructions

If you employ personnel to perform park and/or recreation duties, please complete the entire survey form. Reasonable estimates will be satisfactory if precise data are not available. All information provided will be used for statistical purposes only and will not be published in a manner that will disclose information concerning individual agencies.

The term "disadvantaged" as used in this survey is based mainly on eligibility requirements for manpower programs funded through the U.S. Department of Labor which are listed in this form. This term "disadvantaged" usually refers to people who at the time they were employed by your agency were [or still are] poor [according to U.S. Government poverty level standards], not suitably employed [either underemployed or unemployed] and in addition to being poor and unsuitably employed are handicapped or are subject to special employment obstacles, such as racial discrimination. A member of a minority group or a handicapped person who is not poor and is suitably employed is not disadvantaged.

If you have questions, please contact Donald E. Hawkins or Carolyn Thayer at the AAPHER Research and Development Center, NEA Building, 1201 16th St., NW, Washington, D.C. 20036, Area Code (202) 833-5559.

Please do not write in this space

URGENT

Name of person completing this form	Title		
Agency name	Phone-Area code & number		
Street	City	State	Zip Code

1. Please list below any other agency with a significant park or recreation function serving the same political jurisdiction as your agency. (e.g. significant park and recreation functions provided by a community action program, Model Cities, etc.)

Agency name	Phone-Area code & number		
Street	City	State	Zip Code

2. What is the estimated 1972 population of the area served by your agency? (List actual numbers) _____

3. Which of the following best describes the political jurisdiction your agency serves? (Check only one)

0. ☐ Municipality
1. ☐ Special district (one or more jurisdictions)
2. ☐ County
3. ☐ Other (Please list below)

_____

_____

4. Please list the type of current fiscal year used by your agency. (Check only one)

0. ☐ Jan. 1, 1972 to Dec. 31, 1972 (1972 calendar year)
1. ☐ July 1, 1972 to June 30, 1973 (1973 Federal fiscal year)
2. ☐ Other (Please specify) _____

5. Please list your operational budget for the current fiscal year (including federal and state funding) and the amount paid for salaries, wages and related expenses for personnel. (List actual figures to nearest dollar.)

Total Operational Budget $_____

Total Expenditures for personnel salaries/wages $_____

6. Does your agency currently have entrance requirements or hiring exceptions for new employees? (Check all that apply.)

0. ☐ Civil Service Requirements
1. ☐ Special Exceptions for the disadvantaged
2. ☐ Special Exceptions for the handicapped
3. ☐ Union Regulations
4. ☐ Other (Please list below)

_____
_____

7. Please list amount of financial assistance and numbers of disadvantaged persons employed in the current fiscal year through Department of Labor programs and other funded manpower programs. (List actual amount of dollars by program funding source and number of persons)

Department of Labor programs and other manpower programs for the disadvantaged	Amount of financial assistance in current fiscal year	Number of full time disadvantaged employed in current fiscal year	Number of part-time and seasonal disadvantaged employed in current fiscal year
0. ☐ Job Opportunities in Business Sector (JOBS)			
1. ☐ Public Service Careers (PSC)			
Plan A			
Plan B			
Plan C			
Plan D			
2. ☐ Manpower Development and Training (MDTA)			
3. ☐ Job Corps			
4. ☐ Concentrated Employment Program (CEP)			
5. ☐ Work Incentive Program (WIN)			
6. ☐ On the Job Training for Veterans (OJT)			
7. ☐ Neighborhood Youth Corps (NYC)			
In School			
Summer			
Out of School			
8. ☐ Recreation Support Program			
9. ☐ Operation Mainstream			
10. ☐ Emergency Employment Act—Public employment Program (PEP)			
11. ☐ List other local state or federal manpower programs for the disadvantaged utilized by your agency			
TOTALS			

8. Please indicate all manpower programs in the preceeding item (no. 7) which your agency recognizes as having potential as an employment or training resource. (Check the appropriate boxes in the first column on item 7)

9. If you have used, or plan to take advantage of, any of the resources listed in item 7, please indicate ways in which their utilization could be improved. (Check all that apply)

0. ☐ Provide additional administrative time to coordinate programs and supervise employees.
1. ☐ Provide technical assistance in applying for federal funds.
2. ☐ Simplify application and review procedures.
3. ☐ Give advance notice on deadlines for filing applications for funds.
4. ☐ Improve inter-governmental coordination and communication.
5. ☐ Fund support services—e.g. child care, transportation, etc.
6. ☐ Provide adequate supplies and equipment for workers.
7. ☐ Eliminate categorical funding and substitute with expanded revenue sharing appropriations.
8. ☐ Improve recruitment and selection of disadvantaged workers.
9. ☐ Fund training programs directed toward career development and mobility.

10. Please enter below the number of full-time and part-time or seasonal workers in *current* fiscal year for each occupational category. Please also indicate the numbers of these workers, if any, classified as disadvantaged. (List actual numbers)

OCCUPATIONAL CATEGORY A person working in a combination of the listed occupations—for example—a recreation supervisor also performing program leadership duties—should be entered in the listed occupation with which his work is most closely identified.	Total number of full-time workers		Total number of part-time and seasonal workers.	
	Regular	Disadvantaged	Regular	Disadvantaged
Executive: Director of parks & recreation, director of parks, director of recreation, or other No. 1 men in reporting unit, i.e., general manager, executive secretary, or equivalent.				
Assistant Director of Parks & Recreation: No. 2 man in a combined park and recreation authority.				
Division Heads: Usually have direct reporting relationship to executive, i.e., division heads: parks, recreation, forestry, police, maintenance and construction, or equivalent.				
Superintendent of Parks: Direct reporting relationship to the executive in combined park and recreation authority.				
Superintendent of Recreation: Direct reporting relationship to the executive in combined park and recreation authority.				
Administrative Support Staff: Professional or managerial occupations supportive to parks and, or recreation, i.e., lawyers, appraisers, accountants, economists, budget analysts, business administrators, sociologists, statisticians, researchers, public relations specialists, community relations specialists, community relations consultants, etc.				
Clerical Occupations: Secretaries, stenographers, clerks (file, accounting, ticket or admissions) desk clerks, cashiers, or equivalent.				
Related Park (Natural Resources) Professionals: Landscape architects, horticulturists, foresters, naturalists, biologists (including fish & wildlife zoologists) botanists, engineers, planners, argronomists, or their equivalent.				
District Supervisors of Parks: Usually in large cities, reports to division head or executive's deputy. General supervision of more than one park.				
Park Managers (supervisors, superintendents): Usually responsible to district supervisor of parks or division head, supervise and coordinate one park and its related facilities which serve region, entire community, or large neighborhood area.				
Park Rangers: General park duties including enforcement of park regulations and policies, collection of statistics, information dissemination, first aid and rescue, training of park workers, etc.				

OCCUPATIONAL CATEGORY A person working in a combination of the listed occupations—for example—a recreation supervisor also performing program leadership duties—should be entered in the listed occupation with which his work is most closely identified.	Total number of full-time workers		Total number of part-time and seasonal workers	
	Regular	Disadvantaged	Regular	Disadvantaged
Foremen: Supervise and coordinate workers engaged in maintenance, construction, landscaping, groundskeeping, and other work functions.				
Skilled Park Personnel: Maintenance men, tree surgeons, heavy equipment operators, electricians, carpenters, nurserymen, police, security patrolmen, or equivalent.				
Semi-Skilled and Non-Skilled Personnel: Custodians, janitors, park workers, gardeners, tree trimmers, laborers, small equipment operators, grounds-keepers or equivalent.				
District Supervisors of Recreation: Usually in large cities report to division head or executive's deputy.				
Recreation Supervisors: Usually in charge of community-wide specialized programs or coordinators of specialty group activities (older citizens, therapeutic, pre-school, etc.) or supervise recreation facilities (i.e. community centers, playgrounds)				
Community Center Directors: (Supervisors, managers, etc.). Plan, organize and direct comprehensive programs in centers or schools serving neighborhood areas.				
Recreation Facility Supervisors: (Manager) Supervisors of one facility, i.e., ice rink, bowling center, sports arena, auditorium, marina, swim pool, golf course, etc.				
Activity Specialists: Supervisors and face-to-face leaders of special activities such as arts and crafts, music, dramatics, camping, social recreation, dance, hobbies, or their equivalent				
Recreation Program Leaders: General face-to-face leaders of activities for assigned groups in settings such as schools, playgrounds, community centers, hospitals, senior centers, nursing homes, or equivalent. Might supervise small recreation facility.				
Attendants and Aides: i.e., Recreation attendants, recreation aides, life guards, equipment dispensers, amusement device and concession attendants, marina attendants, or equivalent.				
TOTALS [Note: Totals in items 7 and 10 should be the same for numbers of full and part-time/seasonal positions for disadvantaged workers]				

11. If your agency employes the handicapped, please list the number of full-time professional and non-professional persons employed in all occupational categories in the current fiscal year. (List actual numbers)

Total number of full-time professional handicapped workers _____	Total number of full-time non-professional handicapped workers _____

12. Based upon your best judgement, budgeting plans, and revenue sharing possibilities, please give estimates of employment vacancies (created by turnover, retirement, job restructuring, new jobs, etc.) for professional and non-professional occupational categories (as defined by your agency) to be filled during the next fiscal year. (List actual numbers)

Estimated total number of employment vacancies for next fiscal year	Total number of full time workers		Total number of part-time and seasonal workers	
	Regular	Disadvantaged	Regular	Disadvantaged
Professional Occupational Categories				
Non-professional Occupational Categories				
Totals				

PLEASE FEEL FREE TO ADD A SUPPLEMENTARY STATEMENT IF YOU HAVE ADDITIONAL COMMENTS ON MANPOWER PROGRAMS AS THEY RELATE TO YOUR AGENCY'S NEEDS. ALSO, PLEASE SEND AVAILABLE INFORMATION ON YOUR AGENCY'S MANPOWER PROGRAMS, ESPECIALLY ANY POLICY STATEMENTS OR GUIDELINES RELATED TO THE EMPLOYMENT OF THE HANDICAPPED OR DISADVANTAGED.